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ABSTRACT

The Five-Year Plan has been prepared by the California Postsecondary Education Commission as a part of its responsibility for planning and coordination of postsecondary education within the State. The initial Five-Year Plan inaugurated a new approach to educational planning in California. The 1960 Master Plan for Higher Education was concerned with the three public segments of higher education--the University of California, the State Colleges, and the Community Colleges--and to a limited extent with independent higher education. The Commission's updated plan for postsecondary education includes new elements: proprietary schools and new patterns of adult education. (Author/KE)

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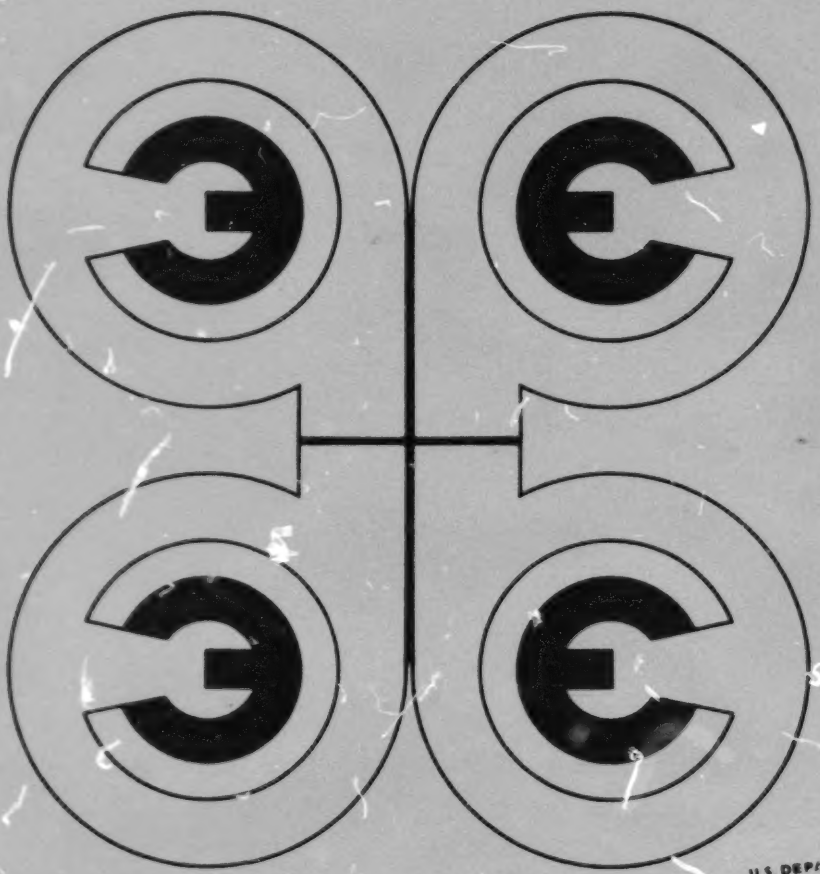
A Five-Year Plan for Postsecondary Education in California: 1976-81



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California Postsecondary Education Commission

Report No. 75-4

PLANNING FOR POSTSECONDARY EDUCATION IN CALIFORNIA:

A FIVE-YEAR PLAN 1976-81

December 1975

Prepared by the

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 12th Street
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PREFACE

Devoted to access, quality and variety, the State of California, in 1960, laid the foundation for the best educational system in the world. Based on the fundamental premise of "differentiation of function," the Master Plan enabled both the public and private institutions to progress and expand in an orderly fashion.

Since that time, other factors and forces have altered the educational environment. No longer do we deal just with higher education. It is now "postsecondary" education. The independent colleges and universities receive more State support--primarily through student aid funds. Private or "proprietary" schools have been added to the constituency. The role of the federal government in "postsecondary" education has expanded: Educational Opportunity Grants for students; the state plans for vocational education; the "1202" Commissions, dedicated to statewide planning--all are signals that the federal government is in the planning, coordination, and support areas to stay.

Inflation, changing life styles, abrupt changes in national policy--such as the Vietnam War (both getting in and getting out), leveling off of enrollments, an expressed disillusion with the product of our educational system, at times an anti-intellectual stance by persons in leadership positions, a retreat from the drive of the 1960's to integrate quickly, a quickening impulse to devote more tax dollars to occupationally oriented programs and away from the more esoteric liberal arts--all of these have created a new set of problems, issues, and questions to be resolved.

From these issues there came an increasing demand for accountability, planning, and coordination.

This Five-Year Plan marks the beginning of a process more than a plan set in stone. It is based on certain assumptions; it states certain statewide goals; it suggests specific priorities. Time, circumstances, and changing leadership will alter the Plan from time to time. At this point in time, the Plan rests solidly on the 1960 Master Plan for Higher Education. It is problem oriented, with the priorities set in terms of those major problems that face the State of California during the last half of the decade of the seventies.

The Plan has had widespread comment and criticism from the segments and constituencies involved, and this extensive consultation will be continued as the Plan is reviewed and updated yearly.

Planning and coordination and accountability carry with them the corollaries of leadership, insight, judgment, and compromise.

This Plan will help all the people involved in the superb system known as the California postsecondary education establishment to achieve new heights of accomplishment and concern for all our citizens.

INTRODUCTION: POSTSECONDARY EDUCATION IN CALIFORNIA

This Plan has been prepared by the California Postsecondary Education Commission as a part of its primary responsibility for planning and coordination of postsecondary education within the State. This initial Five-Year Plan which inaugurates a new approach to educational planning in California will be updated annually. The 1960 Master Plan for Higher Education was concerned primarily with the three public segments of higher education--the University of California, the State Colleges, and the Community Colleges--and to a limited extent with independent higher education. Also, the Master Plan was conceived at a time when rapid growth was the most pressing problem facing California higher education. This Commission's planning for postsecondary education includes new elements: proprietary schools and new patterns of adult education. Moreover, while there are sizable enrollment increases in some of the segments, especially in adult education, the growth problem of today is different than what it was in 1960.

Postsecondary education in California has recently undergone several years of intensive examination by blue ribbon committees of legislators and citizens. Acknowledging that the State's present system of higher education has become a model to the nation and to the world, the participants in this reappraisal felt that it could nevertheless be made more effective and available. At the same time, the federal government was engaged in an effort to encourage states to move beyond the concept of higher education in statewide planning to a broader concept of postsecondary education, which would embrace all kinds of education beyond the high school level. Growing out of this period of self-renewal in California, this Plan moves in that direction by recognizing and incorporating more fully the contributions of California's independent colleges and universities, as well as those of the private vocational schools.

The California Postsecondary Education Commission

The California Postsecondary Education Commission was created in 1973 by the Legislature to be the statewide agency for planning and coordinating all of postsecondary education in the State. The Commission first met in January 1974, and on April 1, 1974, assumed the authority and responsibilities of the Coordinating Council for Higher Education, its predecessor. Section 22710.5 of the Education Code stipulates that the Commission is "advisory to the Governor, the Legislature, other appropriate governmental officials, and institutions of postsecondary education."

The Commission is composed of twenty-three members: Twelve members represent the general public; Six members represent the three public systems of higher education, with each governing board appointing two representatives; Two members represent the independent colleges and universities; The remaining three members represent, respectively, the California Advisory Council on Vocational Education and Technical Training, the Council for Private Postsecondary Education, and the State Board of Education.

Commissioners representing the general public serve a six-year term and are appointed as follows: four by the Governor, four by the Senate Rules Committee, and four by the Speaker of the Assembly. Representatives of the independent institutions serve a three-year term and are appointed by the Governor from a list or lists submitted by an association or associations of such institutions. All other members serve at the pleasure of their respective appointing authorities.

The Commission's responsibilities are specified in the State's Education Code.[1] These responsibilities include the preparation of a five-year state plan for postsecondary education as indicated in Section 22712 (1-3) of the Code:

> (1) It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and system-wide long-range plans in a form determined by the commission after consultation with the segments.
>
> (2) It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans. The commission shall seek to resolve conflicts or inconsistencies among segmental plans in consultation with the segments. If such consultations are unsuccessful the commission shall report the unresolved issues to the Legislature with recommendations for resolution.
>
> In developing such plan, the commission shall consider at least the following factors: (a) the need for and location of new facilities, (b) the range and kinds of programs appropriate to each institution or system, (c) the budgetary priorities of the institutions and systems of postsecondary education, (d) the impact of various types and levels of student charges on students and on postsecondary educational programs

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1. Chapter 5.5, Sections 22710-22716

and institutions, (e) appropriate levels of state-funded student financial aid, (f) access and admissions of students to postsecondary education, (g) the educational programs and resources of private postsecondary institutions, and (h) the provisions of this division differentiating the functions of the public systems of higher education.

(3) It shall update the state plan annually.

In addition to the Commission's responsibility, Assembly Bill 3011 (1973-74 Regular Session) added to the Education Code, Section 22500.2:

It is hereby declared to be the intent of the Legislature that the fixed master plan approach in the development of public postsecondary education be replaced by a continuous planning process which includes:

(a) A legislative study of California postsecondary education at 10-year intervals to reevaluate the planning process and provide guidelines regarding goals, societal needs and general missions of public higher education and its components.

(b) Continuous planning by a state commission including a five-year plan which is to be updated annually.

The Commission's Legacy From the 1960 Master Plan

The Donahoe Higher Education Act of 1960 incorporated a number of the most significant recommendations contained in A Master Plan for Higher Education in California, 1960-1975. Other recommendations that were not enacted into statute were adopted as policy and implemented by the governing boards of the public segments.

Although amended several times during the ensuing 15 years, the Donahoe Act today retains its most significant feature: the differentiation of functions among the three public segments of higher education. In 1974 the Legislature reaffirmed this feature in Assembly Bill 3011, which placed into the Education Code, Sections 22550, 22606, and 22651, the specific functions of the three public segments.

Assembly Bill 770[1], which created the Commission, amended the Donahoe Act. This legislation repealed those sections which had established the Coordinating Council for Higher Education, added sections creating the Postsecondary Education Commission in its

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1. Chapter 1187, Statutes of 1973

place, and amended other sections to make the Commission the designated State agency to administer certain federal programs. The balance of the Donahoe Act remains unchanged in the Education Code.

Postsecondary Education: Definition and Scope

> *Postsecondary education is defined as formal instruction and associated educational services offered by educational institutions or components thereof which serve primarily persons who have completed or terminated their secondary education or are beyond the age of compulsory school attendance.*

The use of the term postsecondary as defined above broadens the scope of statewide planning and coordination beyond that previously conducted in the name of higher education. Some of the new relationships created by this expanded definition will need attention. There are, for example, a number of educational programs for individuals 18 years or older which in California historically have been administered by the secondary schools. This State Plan for Postsecondary Education addresses some of the issues growing out of the overlapping programs and services provided for adults by secondary and postsecondary institutions.

Postsecondary education institutions in California fall into three classes: public institutions, independent colleges and universities, and private vocational schools. California's public institutions of higher education represent varying degrees of State support and control. The University of California, which consists of nine campuses, is a constitutional entity, governed by a Board of Regents.[1] The California State University and Colleges is a statutory entity governed by a Board of Trustees, and consists of nineteen campuses. The California Maritime Academy is a statutory entity, governed by an independent Board of Governors.

The California Community Colleges, which number 103, are operated

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1. Article IX, Section 9 of the State Constitution reads in part: "The University of California shall constitute a public trust to be administered by the existing corporation known as 'The Regents of the University of California,' with full powers of organization and government, subject only to such legislative control as may be necessary to insure compliance with the terms of the endowments of the university and the security of its funds."

by 70 Community College districts, which are local entities authorized by the Constitution and statutes. These Colleges are governed by local boards of trustees, largely supported by local funds, under the broad policy guidance and regulation of a statewide Board of Governors, and receive a substantial portion of their support (an average of about 40%) from the State School Fund.

Two institutions in public postsecondary education do not fit within the category of State or State/locally-supported institutions: Otis Art Institute of Los Angeles, a county institution; and the U.S. Naval Postgraduate School at Monterey, a federal institution.

The independent colleges and universities and the private vocational schools in California operate under authority granted to them by the State. Most of these are authorized under Division 21 of the Education Code.[1] Two independent institutions also have constitutional status: the charter of Leland Stanford Jr. University is approved and confirmed in the State Constitution, and Cogswell Polytechnic College is assured a tax-exempt status. Finally, certain private law schools in California operate under provisions of Section 6068 of the Business and Professions Code.

In addition to the educational programs sponsored by these public, independent, and private vocational institutions, there are the many in-service training programs offered by industry and business, as well as the avocational and religious instructional programs of various private organizations. Although the preceding definition of postsecondary education encompasses these kinds of programs, which are numerous and make a substantial contribution to the quality of life in California, such programs are not covered in the present Plan. The Commission expects that in the future most of these programs can at least be inventoried, and perhaps in the future integrated into the postsecondary education planning of the State.

Responsibility for Postsecondary Education

Although the Commission is the principal agency for planning and coordinating California postsecondary education, there are a number of other State agencies which also have significant responsibilities in this area. Many of these are discussed within the

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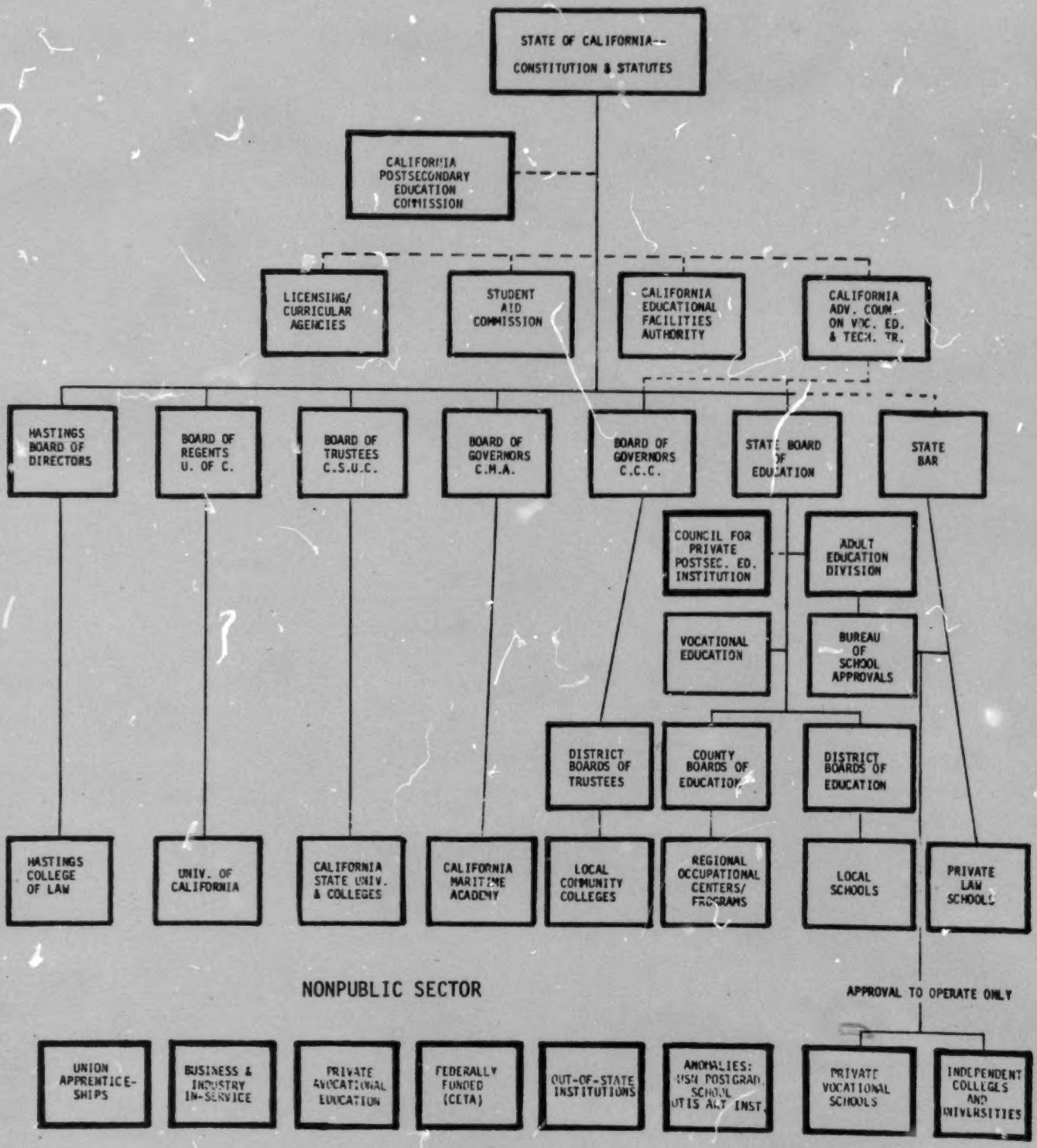
1. Division 21 is entitled "Private Educational Institutions." Currently, both public and independent institutions which maintain their administrative offices and student records out-of-state are allowed to operate in California without explicit State authorization.

Plan. The following diagram (Figure 1) shows these agencies of State government and illustrates with the general administrative relationships of the various segments and sectors of postsecondary education.

FIGURE 1

POSTSECONDARY EDUCATION IN CALIFORNIA



The Size of the Postsecondary Education Enterprise in California

Postsecondary education in California is a large and complex enterprise.[1] Each year, the postsecondary education institutions together with the adult education schools operated by secondary and unified school districts provide educational services to more than one-third of the 14.5 million adults in the State. These services are provided through a variety of programs ranging from on-campus degree programs to adult education offerings in the community and cooperative extension contacts.

There are 284 degree-granting four-year colleges and universities in California, with a combined enrollment (in 1974) of approximately 574,000 students. About 73 percent of these students attend one of the nine campuses of the University of California or one of the nineteen campuses of the California State University and Colleges.

In 1974 the one hundred established Community Colleges in California enrolled 1,134,609 students, a majority of whom were part-time students. Part-time adult students in California are served chiefly by this segment of postsecondary education and the adult schools operated by the secondary unified school districts which reported more than 1,740,000 enrollments. The campus-based programs and external degree programs of the California State University and Colleges, the independent colleges and universities, and the extension divisions of both public four-year institutions all serve the part-time student as well. An estimated 2,000 private vocational schools serve the occupational training needs of many Californians, but as yet accurate and current information on enrollments in these institutions is not available to the Commission.

The Five-Year Plan and Planning in the Segments

Assembly Bill 770[2] asks the Commission to "integrate the planning efforts of the public segments and other pertinent plans." The pages which follow represent the first steps in meeting this comprehensive change.

The Commission is currently studying the planning efforts of the public segments of postsecondary education. The California State University and Colleges annually prepare an academic master planning document which sets forth existing and projected programs over a five-year period. This continuous planning effort occurs in conjunction with the development of the system's capital outlay program

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1. See Appendix A for a table containing the number of institutions and enrollments which comprise the individual segments of postsecondary education in the State.

2. Chapter 1187, Statutes of 1973.

which is normally developed on a five-year basis, updated annually. The University of California has recently established a new comprehensive planning process which has resulted in the development of both systemwide and individual campus plans. This planning process will insure that annual updates of the University's plans will be made available to the Commission. The planning and budget development processes are closely linked for both the University of California and the California State University and Colleges.

The Board of Governors of the California Community Colleges faces unique problems in developing plans to encompass over 100 individual colleges administered by local districts. The Board has recently embarked on a program which will result in the development of a comprehensive five-year plan. This document should be available for use by the Commission in the first annual review and revision of the Commission's Five-Year Plan during 1976.

The Commission's review and advise function, in which it responds to planning initiatives taken by the segments, complements the problem-oriented planning process adopted by the Commission--a process in which the Commission takes the initiative in defining goals, establishing priorities, and developing plans of action for postsecondary education.

To carry out its advisory role with respect to segmental planning the Commission must look at postsecondary education as a whole, that is, it must integrate the planning of each segment and determine what problems (such as gaps in needed services or unnecessary duplication of programs) exist. The Commission is doing this. The issues growing out of this integration of segmental planning are reflected throughout this Five-Year Plan in such places as the discussion of enrollment projections (Part I), the Plan of Action dealing with the financing of postsecondary education (Part III), and the analysis of and recommendations on the academic and occupational plans (Part IV).

In addition to reviewing and advising on segmental plans, the Commission has also adopted an aggressive program of legislative involvement. Legislation affecting postsecondary education is reviewed, and the Commission advises the Legislature and the Governor of its position on selected, significant bills. Commission legislative policy is developed by the Commission and the Director.

This initial Five-Year Plan represents then the first steps by the Commission in meeting its responsibilities in planning under Assembly Bill 770.[1] As a state plan for postsecondary education, it will form the basis of Commission legislative policy for the near future. The Commission has set forth its expectations for the future in the near-term (Part I), developed a list of values and goals it believes are

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1. Chapter 1187, Statutes of 1973

appropriate for the State and the postsecondary education community (Part II), and indicated in summary form the major activities which will contribute toward meeting certain priority goals as well as to facilitate preparation of State plans for postsecondary education which in future years will be comprehensive in nature (Part III). The concluding section summarizes the issues growing out of the Commission's integration of segmental facilities and five-year academic plans (Part IV).

PART I: THE FUTURE OF POSTSECONDARY EDUCATION

Assumptions About the Future

Both the postsecondary education enterprise and the social and economic environment within which it functions are dynamic, often subject to changes which cannot be predicted or controlled. Planning for postsecondary education proceeds on the belief that some aspects of the enterprise can be affected by foresight and timely actions. Such actions are proposed on the basis of the following assumptions about the future.

1. The State will continue to provide a wide diversity of educational opportunities through the public segments of higher education, and a vigorous nonpublic sector will complement these efforts. The traditional roles of the various segments in the area of adult and continuing education will undergo some modification, however, as a result of the recent enrollment growth and continuing intersegmental completion in this area. Adult education programs of the secondary schools will be given a place in the planning and coordination process, as will the programs of the private vocational schools (proprietary institutions), which will be regarded increasingly as contributing members in the postsecondary education enterprise. The question of whether to develop a separate nontraditional segment of public postsecondary education will be resolved.

2. The State will continue to support public postsecondary education out of General Fund appropriations, but the demand for other State services will limit the funds available. There will be continued pressure to reduce institutional expenses and to pass on to the student a greater share of the costs of his or her education.

3. Participation rates of students in the traditional college-age group (18-24 years old) will continue at the present level. Through the 1980's, participation by those 25 years of age and older will increase slightly, creating a broader total-enrollment base. Factors related to the health of the economy may shift the demand for education from one segment to another during this time. If California develops more flexible alternatives to formal postsecondary education, some reduction in full-time campus enrollments may be expected.

4. Any increase to students in the costs of postsecondary education will create pressure for a parallel expansion of

State and federal financial aid and tuition-assistance programs and will also affect student participation rate.

5. Continuing educational and financial support to meet the needs of California's economically disadvantaged and culturally different citizens will be required and sustained efforts will be required to achieve greater participation by members of ethnic minority groups.

6. Students will continue to exercise freedom of choice in their education and careers, independent of society's efforts to achieve a balance between supply and demand in the employment marketplace. This freedom will from time to time result in an oversupply or undersupply of qualified graduates in a number of employment fields.

7. The State will continue to demand increased efficiency in the use of resources and to require greater accountability--thus mandating improved planning and management systems in public postsecondary education and effective coordination by the California Postsecondary Education Commission.

8. Continuing inflation will require California's independent colleges and universities to increase tuition, which will in turn generate a demand for increased State and federal student financial aid if the institutions are to continue their role in California postsecondary education. This situation will impose a need for more effective involvement in statewide planning by the independent institutions and a closer relationship with the California Postsecondary Education Commission.

9. The public's confidence in postsecondary education will depend in part on the willingness of institutions to be more responsive and flexible in meeting the needs of California's citizens, and on public satisfaction with the accountability of those institutions. Along with the quality of instruction, institutional efforts in research and public service will be viewed critically by the public, particularly as they relate to broad issues such as energy, the environment, and the economy.

10. Pressure to limit further the enrollment of out-of-state students in public professional schools will continue.

Projected State Enrollments and Expenditures: 1980-81

The preceding assumptions about the future of postsecondary education take on a practical dimension when placed in the context of specific segmental enrollment targets and the fiscal outlook for the State. Figure 2 contains the Department of Finance's best estimates of the implications of these assumptions on both short-term and long-term enrollments in California postsecondary education. Based upon these estimates, the Commission has projected State expenditures for operating and capital outlay budgets for the Fiscal Year 1980-81.[1]

Figure 2 illustrates the rapid growth that has taken place since 1960 in undergraduate enrollments in the three public segments of higher education, as well as the diminishing rate of growth expected during the remainder of this century. The University of California and the State University and Colleges are expected to grow very little during this period (2.6% and 8.3% respectively), but the Community Colleges will continue to experience a significant growth rate in some areas of the State, at least during the next five years (overall 12.3%).

National attention has been focused on the projected impact during the 1980's of diminished numbers of 18-24 year olds, which reflects the lower birth rate during the early and mid-1960's. It is expected that the impact of this effect on the California State University and Colleges and the Community Colleges will be largely offset if the participation rate of the adult population, ages 30-40, continues to increase.

If current trends within the State continue, particularly as they relate to the accommodation of part-time students in the Community Colleges and the State University and Colleges, California should not experience the decreased undergraduate enrollments that were forecast by the Carnegie Commission for the mid-1980's.[2] The changing student mix in terms of age may well lead to demands for different kinds of educational services. To meet these demands, resources may have to be shifted to more nontraditional programs and services if the rate of growth of State expenditures does not change in the intermediate term, or the State's priorities for funding postsecondary institutions do not change.

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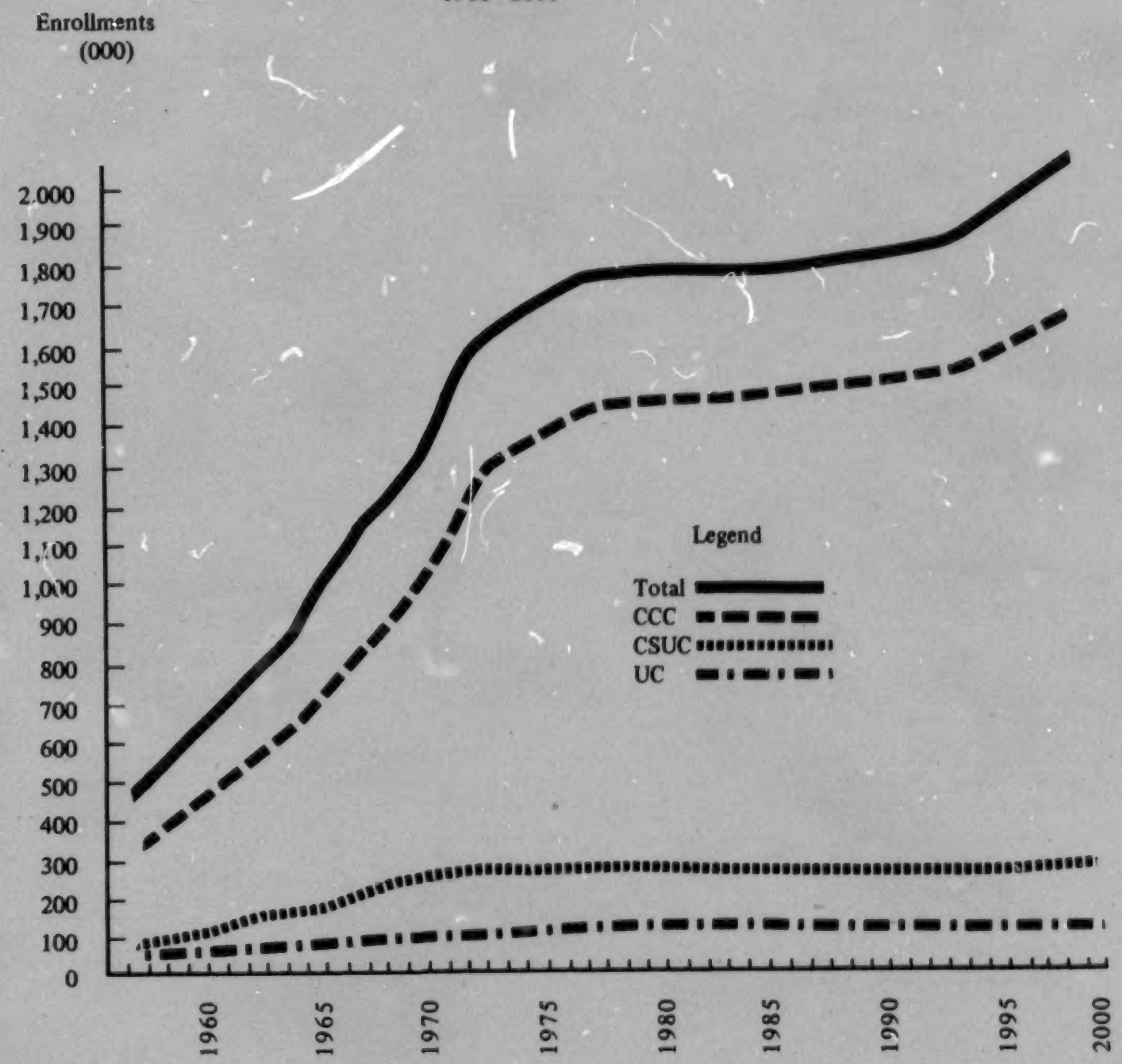
1. A more detailed account of the analysis referred to here is contained in Appendix B of this Plan.

2. Detailed segmental/undergraduate enrollment projections by age group to the year 2000 are found in Table 3 of Appendix B. Page B-12.

FIGURE 2

ACTUAL AND PROJECTED UNDERGRADUATE ENROLLMENTS
PUBLIC HIGHER EDUCATION INSTITUTIONS IN CALIFORNIA:
1960 - 2000



Since 1970, the total General Fund expenditures for postsecondary education (excepting adult education offered by unified and high school districts) have ranged from 12.4 percent to 14.2 percent of total revenues. According to recent independent projections, General Fund revenue in 1980-81 will total approximately $19 billion. If $2.2 billion--or 13 percent--of that total is assigned to postsecondary education, then projected expenditures will be consistent with projected State revenue for this period.[1]

Although neither the University of California nor the State University and Colleges plans to establish any new campuses in the foreseeable future, capital outlay budgets need to be maintained at an adequate level, reflecting the need to maintain, remodel, and in some cases rebuild campus facilities constructed before and during the early 1960's. In addition, a number of the newer campuses in all three public segments have not completed all of the planned facilities which are needed to round out their academic programs and to accommodate enrollment growth through the remainder of the 1970's.[2]

These enrollment and expenditure projections that have been presented here raise critical and substantive questions about the previous assumptions and current State policies on which these projections are based; therefore, these projections should serve as a basis for developing new policies for California, not an argument for extending the status quo. If these projections are correct and the status quo is extended and if we are unable to find a way to meet our goals and objectives for postsecondary education within the State expenditures estimated here, we must either sacrifice some of our goals or make the case for increasing the proportion of State revenues which are available for postsecondary education. Highlighted is the need for the State to assess continually how effectively its resources are being utilized and to determine what adjustments must be made to respond better to the changing needs of its citizens. It is to this end that the Commission's planning process is directed.

This brief discussion of enrollment plans and the expenditure levels estimated to be available to realize them should help explain the priority problems in postsecondary education outlined on pages 17-18 and the Commission's plans of action discussed in Part III.

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1. See Appendix B, pages B-17-20 for further details.

2. See Appendix B, pages B-21-25 for further details.

PART II: THE PLANNING PROCESS, VALUES AND GOALS

Characteristics of the Planning Process

The Legislature has directed the Commission to develop a Five-Year State Plan for all of California postsecondary education. The Commission has given considerable attention to how the planning process should be conducted and what this first Plan should contain. Planning involves devising specific methods for achieving specific ends, yet all too often plans produced by educators tend to contain only a static display of curriculum and demographic information or a statement of general goals. The Commission is aware that such information is necessary in planning. There are, however, a number of other features that must be incorporated into both the planning process and the Plan itself if the process is to be a dynamic one and the Plan the flexible document it must be to serve the people of California effectively. These features include:

1. An active mode. The Commission's planning process is continuous, not static. In conjunction with the segments, the Commission articulates statewide values and goals for California postsecondary education, provides a framework for segmental planning, and makes policy recommendations to the Governor and Legislature on matters affecting postsecondary education in California.

2. An annual review and revision. Although the Plan covers a span of five years, it is updated annually to assure a continuous, current process of planning, as opposed to a fixed plan.

3. Comprehensiveness. The Plan addresses concerns throughout the entire spectrum of postsecondary education, including not only the three public segments of higher education but also the independent colleges and universities, the private vocational schools, and the adult education programs at the secondary school level. The comprehensive nature of the Plan is compatible with the planning efforts of the individual segments of postsecondary education and provides a base from which the review of segmental planning can be conducted by the Commission.

4. Qualitative as well as quantitative concerns for the future. The Plan goes well beyond the projections of enrollments and square footage that characterize much of higher education planning, calling for thoughtful and well-coordinated operation of the entire system of postsecondary education.

5. A set of operational assumptions. Without attempting to predict the exact shape of the future, the Plan has evolved with a view to the trends that seem likely to prevail during the life of the Plan.

6. A long-term frame of reference. Spanning the sequence of the five-year plans is a set of values and commitments which represents the long-range philosophical framework within which the State is planning.

7. A problem orientation. The Plan constructs a series of long-range goals for California which grow out of identified problems in postsecondary education, and recommends courses of action for solving the potential problems encountered in achieving these goals.

8. A set of priorities. The Plan identifies on a priority basis those goals toward which the attention of the State should be directed, and provides for regular review of these priorities so that they may be adjusted to the changing needs of California.

9. A limited scope in time. Five years is a manageable time span for such a plan, insuring that it is not a utopian vision of the future but rather a practical approach to making progress toward goals which seem attainable within the foreseeable future.

Sources of Educational Issues

The central issues addressed in this Plan are largely those that were raised in two years of intensive study of California postsecondary education by the Joint Legislative Committee on the Master Plan for Higher Education and by the Select Committee on the Master Plan, which was formed by the Commission's predecessor, the Coordinating Council for Higher Education. The Plan also reflects recent legislative concerns, including those expressed in bills introduced in both houses over the past two years. In addition, Assembly Concurrent Resolutions such as ACR 149, which articulates broad State goals for postsecondary education, were a source of educational issues discussed in the Plan.

For organizational purposes, the educational issues that were so identified have been divided into five comprehensive areas of concern:

1. Access and Retention

2. Accreditation and Credentialing

3. Financing

4. Organization and Governance

5. Programs and Services

From these educational issues the Commission has developed a philosophical base for planning. This base is comprised of: (1) assumptions about the environment for postsecondary education in the State in the foreseeable future (Part I); (2) a statement of values; and (3) long-range goals for postsecondary education in California.

Values for Postsecondary Education and the Individual

Two sets of values that relate to postsecondary education throughout California have been identified: the first pertains to the public interest values represented in postsecondary education, the second to the student interest values. These values are interrelated, to be sure, yet each set calls for a somewhat different focus and definition. Consequently, the following statements on values include both those for postsecondary education as a whole (Table 1) and those which relate to the students' experiences within that system. The latter are expressed in Table 2.

TABLE 1

VALUES FOR CALIFORNIA POSTSECONDARY EDUCATION

In providing educational opportunities at the postsecondary level for residents of California, the State should seek to promote these values:

Diversity

Postsecondary education should foster a diversity of options for individual students to have reasonable choice by providing and maintaining a variety of institutions, programs, and modes of learning.

Accessibility

Postsecondary education should allow maximum opportunity for all persons to pursue programs for which they are qualified.

Quality

Postsecondary education should strive for the achievement of excellence in the conduct of all its programs and the provision of all its services.

Integrity

Postsecondary education should encourage each institution to operate in harmony with a clearly defined mission and purpose.

Flexibility

Postsecondary education should have the capacity to respond readily to changing social needs and circumstances.

Economy

Postsecondary education should operate with an economy of means consistent with the achievement of the following values and goals.

Accountability

Postsecondary education should be accountable to society for the responsible conduct of its affairs.

Vitality

Postsecondary education should demonstrate a vitality of purpose and strive to cultivate an enthusiasm for learning among all citizens of the State.

TABLE 2

VALUES FOR THE INDIVIDUAL:
STUDENTS' OPPORTUNITIES AND RESPONSIBILITIES

As a recipient or potential recipient of the educational services of the postsecondary institutions in the State, the individual should enjoy these opportunities and assume these responsibilities.

OPPORTUNITIES	RESPONSIBILITIES
● To continue the development of one's potential throughout life.	● To take advantage of the opportunities for individual growth.
● To pursue knowledge freely.	● To respect the rights of others to express differing points of view.
● To acquire employable skills.	● To accept the responsibility of employing skills constructively for the benefit of society.
● To a freedom of choice among alternative programs and formats.	● To develop personal and educational goals which are consistent and realistic.
● To be recognized and treated as an individual learner.	● To exercise self-discipline in reaching educational objectives.
● To enjoy identity and respect as a member of a culturally unique group.	● To recognize the contributions of all cultures to society and the commonalities which link them.
● To pursue an education at a cost commensurate with personal financial resources.	● To complete individual objectives as expeditiously as possible.
● To pursue excellence in all phases of the educational process.	● To set for oneself high standards of achievement and pursuit of one's educational goals.
● To become aware of and affirm one's own humanity and that of others.	● To share knowledge with others for the benefit of the community.

State Goals for Postsecondary Education

Occasionally it is possible for one sector of postsecondary education to expend considerable resources working unwittingly at cross-purposes with another sector. To help guard against this situation, this set of process-oriented, long-range State goals has been developed to clarify the direction in which postsecondary education should move. Although most of these State goals may have been implied in actions taken by the Legislature or the segments of postsecondary education in past years, this is the first time that such statements of purpose have been set down explicitly and comprehensively.

The long-range goals are divided into the same five categories, or comprehensive areas of concern, that were used to organize the post-secondary issues discussed earlier. They are listed on the following pages without any priority ranking either expressed or implied. The Commission has found these goals useful, both as a base for its plans of action and as a format for organizing and indexing information on past and current activities in postsecondary education. Extensive files have been established in the Commission's office for the collection of information relating to each of the goals.

TABLE 3

STATE GOALS
FOR
POSTSECONDARY EDUCATION

I. ACCESS AND RETENTION

A. Insure that all persons have convenient access to educational and career counseling in order that they be encouraged to make informed choices from among all available options.

B. Maximize physical access to educational institutions, centers, programs, or services.

C. Insure that all learners be provided adequate student support services to enable them to participate fully in postsecondary education.

D. Foster postsecondary education services which allow an individual to pursue educational and career goals throughout life.

E. Work to eliminate financial barriers which prevent students from selecting and pursuing the educational or occupational program for which they are qualified.

F. Foster a well-articulated system of programs and services in postsecondary education which is responsive to individual educational needs, in order to provide the opportunity for students to progress at a rate appropriate to their abilities.

G. Utilize admissions and registration procedures which will facilitate each person's pursuit of an educational or occupational program appropriate to his/her ability and aspirations.

H. Work toward the equitable participation of ethnic minorities and women in the admission and retention of postsecondary education students.

II. ACCREDITATION AND CREDENTIALING

A. Encourage the increased effectiveness of accreditation of postsecondary education institutions in the State.

TABLE 3 (Continued)

B. Encourage postsecondary education to develop a comprehensive system of valid measures for knowledge gained both inside and outside formal academic programs.

C. Encourage the establishment of educational requirements for licensure that are appropriate and reasonable in certifying occupational competency and the development of means for meeting these requirements including both educational programs and competency testing.

D. Work toward public understanding of the nature and significance of academic degrees, including their strengths and limitations as a measure of ability and skills.

III. FINANCING

A. Insure that State funds are allocated and employed in a manner which will provide for the optimum utilization of all postsecondary education resources in the State.

B. Provide adequate funding to meet operating and capital needs of public postsecondary education and to employ the most effective methods for determining the adequacy of State funding for postsecondary education in California.

C. Determine the financial needs of independent institutions and the extent to which the State should aid in meeting these needs.

D. Develop a process for insuring that federally funded postsecondary education programs in California are in harmony with State priorities in postsecondary education.

IV. ORGANIZATION AND GOVERNANCE

A. Maintain a proper distribution of authority among institutions, segments, and the State in order to achieve effective coordination of educational resources without inhibiting creativity at the institutional or segmental level.

B. Encourage regional interinstitutional or intersegmental cooperation which will facilitate and enhance the effective coordination and delivery of educational services.

TABLE 3 (Continued)

C. Insure that in the process of collective bargaining, the operations and philosophy of postsecondary educational institutions be retained in the context of academic freedom and collegiality.

D. Work toward achieving an equitable participation of ethnic minorities and women in administrative, faculty, and staff positions in postsecondary education institutions.

E. Encourage the participation of independent colleges and universities and private vocational institutions in the statewide planning process to insure orderly development of postsecondary education in California.

F. Determine the need for new services to part-time adult students and the best means for meeting this need.

G. Develop a series of comprehensive state-level systems of information collection, storage, retrieval and dissemination which will facilitate the making of informed decisions about postsecondary education.

H. Recognize the interests of students, faculty, staff, administrators, and the general public in the governance of postsecondary education.

V. PROGRAMS AND SERVICES

A. Improve the collection and dissemination of information on State and national manpower needs and consider this information in the planning and evaluation of related education programs.

B. Assess the quality of academic and vocational programs, and the means used for establishing, maintaining, or improving such quality.

C. Provide maximum flexibility in the mode and format of instruction and in the use of instructional media in order to encourage and facilitate individual learning.

D. Maintain and periodically review the effectiveness of the differentiation of functions among the public segments of California postsecondary education including the designation of specialized missions for campuses within the segments.

TABLE 3 (Continued)

E. Continue to affirm the worth of teaching, research, and public service in order to provide appropriate incentives and rewards to those who carry out these activities.

F. Develop and maintain an integrated statewide vocational education planning process involving all affected State agencies concerned with vocational education planning at both the secondary and postsecondary levels.

G. Assure that adequate public support is directed to the discovery of new knowledge.

Priority Problems for 1976 and Beyond

To come to terms with such a comprehensive set of goals--desirable as they all may be--is no easy matter; in fact, achieving them all equally is impossible. Because society is limited in the resources it has for, or chooses to devote to, postsecondary education, difficult choices must be made regarding the investment of whatever resources are available. This fact does not argue against stating what may turn out to be secondary goals, for doing so ultimately forces us to make our choices explicit. But the reality of the limited resources with which we work demands that priorities be set and attention devoted to a limited number of areas.

In order to narrow the list of goals to be addressed, the Commission has focused its attention on twelve problem areas in postsecondary education which in its judgment require special action. These priorities were formed by converging influences, including the Commission's interpretation of legislative, executive, and general public concerns; priorities of the segments; legislative mandate (through AB 770, Chapter 1187, Statutes of 1973) and resolution; and on-going projects the Commission has been engaged in during 1975. Two of the problem areas--student financial aid and the evaluation of program quality[1]--will not be addressed until late 1976 or early 1977. The annual review of the Five-Year Plan and the Commission's priorities, which will take place in mid-1976, may either confirm that these problems still require special attention or they may be dropped in the 1977 revision of the State Plan. The twelve priority problem areas to which the Commission, in cooperation with the segments, will devote their attention during the coming year are listed in priority order in Table 4.

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1. Goal I-E and V-B

TABLE 4

1976 PRIORITY PROBLEMS IN POSTSECONDARY EDUCATION
(Listed in order of priority)

TOPICAL AREA	PLAN OF ACTION
STATEWIDE INFORMATION SYSTEM	Page 21
ADULT EDUCATION	Page 29
FINANCING POSTSECONDARY EDUCATION:	
PUBLIC INSTITUTIONS	Page 33
INDEPENDENT INSTITUTIONS	Page 36
REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS	Page 37
REGIONAL PLANNING	Page 39
EQUAL OPPORTUNITY	Page 41
EVALUATION OF PROGRAM QUALITY	Page 43
EDUCATIONAL AND CAREER COUNSELING	Page 45
VOCATIONAL EDUCATION	Page 47
STUDENT FINANCIAL AID	Page 49
COLLECTIVE BARGAINING	Page 51

PART III: PLANS OF ACTION

Deciding What To Do

Planning is deciding what to do. But behind this simple equation is a series of implicit questions: What is desirable to do? What ought we to do? What is possible to do? It is important that the actions of the various sectors of postsecondary education and those of the Commission and other state-level agencies concerned with postsecondary education be directed toward objectives that are worth doing and that have a reasonable likelihood of being achieved.

The goals listed in the preceding section represent assessments of what is desirable to do in California postsecondary education. The plans of action contained in this section represent decisions on what to do first--decisions by the Commission as to what are the most pressing problems facing postsecondary education and the most feasible steps to be taken in dealing with them.

Plans of Action for Addressing Priority Problem Areas

A "plan of action" has been developed for each priority problem area. The plan specifies who is responsible for taking initial action in a task area, what is to be done, and the year each particular objective is to be completed. In most instances, the Commission itself is responsible for initiating action, and the task to be done becomes a part of the Commission work plan. In some instances, particular tasks are identified as the responsibility of another agency or segment of postsecondary education, and the assignment of responsibility represents a Commission recommendation to that agency or segment.

Because the Commission is an advisory rather than administrative body, it is limited in its ability to implement plans of action that involve other agencies. The Commission, however, is required to provide advice and recommendations on educational issues to the Legislature, the Governor, and appropriate agencies, and will monitor their responses as part of the planning process.

Goal-Related Plans

Each of the plans of action that follow is related to one or more of the long-range goals stated, and each is subdivided into manageable areas of activity identified as "programs." Each program has an activity or activities that delineate in some detail (1) a task to be done, (2) a general statement of the objective to be achieved,

(3) who is responsible for accomplishing the task, and (4) when the task is to be completed.

From Planning to Implementation to Evaluation

To resolve a problem in postsecondary education, three steps are generally followed. In broad outline these steps involve (1) analysis of the problem and recommendations for its solution, (2) implementation of the recommendations, and (3) evaluation of the results of the actions taken. In most of the complex problems addressed by the following plans of action, the period of time required to complete this process will extend over several years. To a great extent this first Five-Year Plan specifies objectives to be attained in the initial step (analysis and recommendations) and most of the tasks involved will be carried out by the Commission itself. In subsequent Plans, additional agencies and institutions undoubtedly will be involved in implementing and evaluating the actions recommended for dealing with high-priority problems.

Monitoring What Is Achieved

The level of detail in each plan of action provides the Commission with reference points for monitoring the progress in implementing the Plan. During its annual review of the Plan, as required by statute, the Commission will evaluate the degree of success achieved in reaching the objectives of the preceding year and revise the plans of action accordingly, if necessary. Consequently, the Commission, as well as other agencies responsible for the implementation of the Plan, becomes publicly accountable for achieving its objectives.

STATE-LEVEL POSTSECONDARY EDUCATION INFORMATION SYSTEMS

● State Goal

Develop a series of comprehensive state-level systems of information collection, storage, retrieval and dissemination which will facilitate the making of informed decisions about postsecondary education. (Goal IV-G)

Development of a comprehensive state-level information system is assigned to the Commission by Education Code Section 22712 (14):

> It (California Postsecondary Education Commission) shall act as a clearinghouse for postsecondary education information and as a primary source of information for the Legislature, the Governor, and other agencies, and develop a comprehensive data base insuring comparability of data from diverse sources.

The Legislature has given the Commission the authority to require that the public segments provide data on a wide range of "matters pertinent to effective planning" and coordination. The Commission, in turn, is directed to furnish this information to the Governor and the Legislature at their request.

Program 1

Use the results of the federally sponsored annual Higher Education General Information Survey (HEGIS) to create a computer-based, state-level higher education data system.

HEGIS is a national program that collects data annually on all collegiate institutions, and the Commission is the statewide coordinator for California. The survey requests data on opening fall enrollments; degrees and other formal awards conferred; faculty salaries, tenure, and fringe benefits; residence and migration of students; upper division and graduate enrollments by academic discipline; institutional characteristics; institutional financial statistics; library statistics; and physical facilities.

The major advantages of using HEGIS as the base for an information system are (1) common definitions and forms for all institutions, (2) availability of comparable national data, and (3) ease of access

to current data on California institutions. The major disadvantage is the necessity to conform to national definitions, which may be inappropriate to budgetary and other management procedures followed by California institutions. This problem is especially acute in the adapting of HEGIS definitions to the operations of the Community Colleges. However, at the present time, HEGIS appears to be able to meet a significant portion of the Commission's need for higher education data that are comprehensive, comparable, collected routinely, and easily retrievable.

Program Activities:

1. Determine the feasibility of using computers for a data input and retrieval system based on HEGIS, the study to be conducted by the State Department of General Services. (1975)

2. Begin operation of the computer-based HEGIS information system for purposes of analyzing selected statewide and national data. (1975)

3. Expand the data base by conducting a comprehensive inventory of California institutions not included in the HEGIS program, and issue an interim report on significant information obtained from the inventory. (1976)

4. Determine the potential value of the computerized HEGIS data base by evaluating its use during the last half of Fiscal Year 1975-76. (1976)

Program 2

Develop a computerized state-level data base tailored to the needs of planners and decision makers for California postsecondary education in the Commission and in the executive and legislative branches of government.

The development of a postsecondary education data base will involve two parallel projects. First, the Commission has agreed to participate with the National Center for Higher Education Management Systems (NCHEMS) in a multi-state project to develop and test a model state-level data base for planning and decision making in postsecondary education. Initial operation of the model is expected at the end of the first 18-month phase of the project. The extent to which the data base developed in cooperation with NCHEMS will meet the Commission's particular needs cannot be determined until the testing phase has been completed. The need to use common

definitions and forms for information exchange among the states in the NCHEMS project may be a limiting factor in its usefulness to the Commission.

For these reasons, the Commission will develop its own state-level data base simultaneously with the NCHEMS project, following a similar time schedule. State regulations require that the Commission study the feasibility of various alternatives to the use of computers for this data base. During the feasibility study, staff will begin design for a data base that will meet California's own state-level needs for data and information for planning and decision making.

The Commission's Committee on Information Systems and a Technical Advisory Committee will give direction to these efforts.

Program Activities:

1. Establish a fully operational computerized state-level data base tailored to California's needs:

   a. Review the files and data bases of the public segments to assess their possible usefulness in a state-level information system. (1975)

   b. Identify significant omissions in segmental and HEGIS data bases which may require collection of additional data by the Commission. (1975)

   c. Formulate recommendations on which files and data elements should be included in the final Commission data base, and make recommendations to appropriate staff and Commission committees. (1976)

   d. Determine the feasibility of using computers for the Commission's state-level data base. (1976)

   e. Develop a user's manual and a data element dictionary for the state-level data base and related information systems. (1976)

2. Participate in the NCHEMS project to develop and test a prototype state-level data base. (1975-1978)

3. Maintain liaison with the National Center for Higher Education Management Systems for the purpose of monitoring activities and products which have potential value for the Commission's activities. (1975-)

4. Maintain liaison with the National Center for Educational Statistics for the purpose of making HEGIS and other federal data collection activities responsive to California's particular needs. (1975-)

Program 3

Develop a directory/index system for locating selected postsecondary data and information which are retrievable from sources other than the Commission library and computerized data bases.

The Commission library and computer-based data systems could not possibly contain all of the information which users might want, nor would it be cost effective to do so. To respond more efficiently to requests, Commission staff will develop a system for indexing selected information available from other sources. Examples are the comprehensive statistical reports prepared by the segments, selected files in the data bases maintained by the segments, national statistical reports and fact books, census reports and computer tapes, budget documents, long-range plans, and other secondary sources.

Program Activities:

1. Inventory and index forms from HEGIS IX and X and segmental statistical reports with respect to types of data contained, levels of aggregation of data, types of cross-tabulations of data, and availability of comparable data and tabulations for previous years. (1975)

2. Prepare a dictionary of selected data elements in which the definitions of the most significant elements have been agreed upon by the segments and in which differences in definitions among the segments and between HEGIS and the segments are noted. (1975)

3. Determine the feasibility of converting the manual directory/index system to a computer-based system. (1976)

4. Establish a fully operational directory/index system in either a manual or computer-based mode. (1976)

5. Evaluate the effectiveness of the directory/index information system and make recommendations for improvement. (1977)

Program 4

Develop a reference library (clearinghouse for postsecondary education) for use by the Commission and others whom the information systems are intended to serve.

A primary need is for library services, as opposed to holdings, which will encourage staff assigned to research projects to utilize more fully the informational resources available in the Sacramento area and through national networks of information exchange. The federally funded Educational Resources Information Center (ERIC) is one such network of clearinghouses at which research/resource documents pertaining to educational specialties at all levels, for example, adult education and the disadvantaged, are acquired, screened, abstracted, and indexed for inclusion in a monthly/annual publication.

There is also a need for clearinghouse services for postsecondary information to be used by the Executive and Legislative branches of government and for other educational planners and decision makers. This information must be reliable, timely, relevant, and as comparable as possible for various comparison groups.

Information will be assembled by the staff for storage and dissemination as needed, without being incorporated in the computerized data base. This activity will include routine inventories of various aspects of postsecondary education which the Commission is required to make and update annually.

Program Activities:

1. Catalogue, index, and shelve library holdings in Commission office. (1975)

2. Publish Profile of California Postsecondary Education containing information about public, independent, and private institutions and programs for the use of the Legislature and Executive, libraries, educational and governmental agencies, et al. (1977, and annually thereafter)

3. Issue a Directory of California Postsecondary Education containing names of institutions, addresses, telephone numbers, and chief executive officers. (1975, and annually thereafter)

4. Collect data on enrollments and demographic characteristics of students in independent colleges and universities as a base for enrollment projections and for use in statewide planning and coordination. (1975)

5. Complete the first annual inventory of off-campus locations at which the public segments are conducting educational programs, research, and community services, as required by statute and in accordance with the guidelines and procedures set forth in The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers. (1976)

6. Inventory, and report to the Commission, all programs of adult and continuing education currently offered by post-secondary segments and institutions. (1976)

7. Report on the results of Commission efforts to collect, analyze, and summarize information from existing studies of manpower supply and demand, and on the results of the program to disseminate this information to various user groups. (1977)

8. Coordinate the evaluation of a sample of high school graduates' transcripts to determine the validity of current University of California and California State University and Colleges admissions eligibility pools. (1976)

9. Evaluate the effectiveness of the Library/Clearinghouse in providing information to the Commission and others, with recommendations for improvement. (1976)

Program 5

Implement the criteria for evaluating the effectiveness of post-secondary education, as adopted by the Commission in June 1975.

The Committee on evaluation was established in August 1974, to develop and recommend to the Commission what aspects of postsecondary education the Commission should evaluate and techniques for evaluation in the areas recommended. In June 1975, the Committee made its final report to the Commission, including recommendations relating to its charge (Appendix C). The Committee recommended seven aspects as focal points for organizing a system for monitoring the condition of postsecondary education:

*Costs and resources available to finance postsecondary education;
*Access and admission to postsecondary education, including student financial aid;
*Student quality and performance;
*Manpower needs and career preparation;

*Educational functions, programs, and services;
*Physical facilities and their utilization; and
*Innovations and other developments.

The monitoring approach involves the selection of data and indicators relating to each aspect and the choice of criteria for use in evaluating the findings from the use of indicators. Monitoring is to be done annually, using (1) current, objective data from the state-level information systems; (2) indicators of changes, trends, and other events; and (3) a variety of criteria and standards for making judgments about the condition. In addition to annual monitoring, there will be periodic monitoring of selected aspects where data are not routinely available in the state-level information systems, or which do not require monitoring on an annual basis. Finally, in-depth evaluative studies will be proposed in areas where routine monitoring reveal problems which merit special investigation.

The program is assigned to the standing Committee on Information Systems for policy implications, and to the Technical Advisory Committee for feasibility.

Program Activities:

1. Develop data/indicators and criteria for monitoring the area of Student Quality and Performance. (1975)

2. Develop data/indicators and criteria for monitoring the area of Access and Admission to Postsecondary Education, including Student Financial Aid. (1975)

3. Develop data/indicators and criteria for monitoring the area of Educational Functions, Programs, and Services; issue progress report on the monitoring of Student Quality and Performance. (1976)

4. Develop data/indicators and criteria for monitoring the area of Innovation and Other Developments; issue progress report on the monitoring of Access and Admission to Postsecondary Education. (1976)

5. Develop data/indicators and criteria for monitoring the area of Manpower Needs and Career Preparation; issue progress report on the monitoring of Educational Functions, Programs, and Services. (1976)

6. Issue progress report on the results of monitoring activities during the first year, including recommendations for periodic

monitoring, revisions in annual monitoring, and needed in-depth evaluative studies. (1976)

7. Develop data/indicators and criteria for monitoring the areas of Costs and Resources Available to Finance Postsecondary Education, and Physical Facilities and Their Utilization; issue progress report on the monitoring of Innovations and Other Developments, and Manpower Needs and Career Preparation. (1976)

Program 6

Complete Through the Open Door, A Study of Persistence and Performance in California's Community Colleges as required in Senate Bill 772 (1972).

Senate Bill 772 calls for a follow-up study of California Community College students to find out "...the extent to which the system is fulfilling its purposes and achieving its objectives." The statute makes particular reference to the need to examine the characteristics of students completing various types of programs in comparison with those who do not; attrition and re-entry rates; employability of students who do not complete programs; and the need for additional access to postsecondary education and related services.

Data collection for 35,000 students in 32 California Community Colleges commenced in Fall 1972 and will continue at least through Fall 1975, for a total of three and one-half years (seven semesters). The data include whatever student characteristics are in computer bases of local colleges, information on educational and career objectives, programs attempted, grades earned, and financial aid awarded. Information about educational policies and practices, standards, requirements, and services of each participating college is also being collected.

A final report containing a summary of the study's findings, together with the conclusions and recommendations will be made to the Legislature by January 30, 1976. A full report of the findings will be prepared for distribution to the Community Colleges and other interested parties.

Program Activity:

1. Transmit a final report on the study to the Legislature in accordance with the provisions of Senate Bill 772. (1976)

ADULT EDUCATION

● State Goal

Determine the need for new services to part-time adult students and the best means for meeting this need. (Goal IV-F)

Program 1

Determine the extent and nature of present programs of adult education in California, including those sponsored by the public collegiate sector, the independent collegiate sector, the public secondary sector, and the independent vocational training sector.

While the term adult education is difficult to define in California's complicated postsecondary education environment, we have chosen as a working definition the following: part-time, degree and nondegree oriented postsecondary education.[1] In California adult education, as thus defined is an extensive but uncoordinated enterprise. Both public and independent colleges and universities operate extension and continuing education programs in many locations throughout the State. Community Colleges offer a number of ungraded adult education programs, as well as programs for regular credit which frequently have all of the hallmarks of ungraded adult education. Unified and secondary school districts have rapidly expanded their offerings of noncredit courses, in addition to their adult basic education programs and the regular high school curriculum. Regional occupation programs, originally established in conjunction with secondary schools, now enroll nearly as many adults as high school students. Finally, private vocational schools have a large enrollment entirely composed of adults.

Although adult education programs of public, independent, and private vocational institutions in California have a substantial enrollment, there is no single source of information concerning the nature and size of the programs. This lack of a central source of information creates difficulties in integrating this important sector into the planning and coordination of postsecondary education.

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1. This broad definition of "adult education" is used merely as a beginning framework for the programs described in this Plan of Action (pp. 29-32).

Program Activities:

1. Develop, in cooperation with other State agencies, a common taxonomy of adult education programs and services that will increase understanding of and improve communications about this broad field; clarify the State's philosophy regarding adult education, and specifically define its commitment to providing adult education opportunities for California citizens. (1975)

2. Inventory adult education programs offered during the fall of 1974, including their head-count enrollments, obtaining this data from the University of California, the California State University and Colleges, the California Community Colleges, independent colleges and universities, and the State Department of Education. (1976)

Program 2

Develop procedures for inventorying the adult education activities of business, industry, and the professions (including government and the military), as well as those programs sponsored by private agencies which are open to the public and which are not subject to regulation by the State.

Relatively little information is available on the nature and extent of adult education programs conducted by organizations for the benefit of their employees. Information about these programs would aid educational planners in trying to define the State's responsibility toward providing vocational programs for its citizens.

Because no system for collecting data on these programs and enrollments now exists, it would be necessary to develop reporting systems or procedures for doing so before information could be gathered.

Program Activity:

1. Develop procedures by which information on the training programs offered by business, industry, government, and the professions are reported to the Commission for informational purposes only. (1977)

Program 3

Assess the present structure of administration and coordination of adult education programs in the public sector, and make recommendations concerning any new administrative structures or delivery systems which seem necessary.

The total number of students involved in adult education in the public sector is greater than the total regularly enrolled in "traditional" programs. Nevertheless, the latter continues to occupy the central role in the administrative structure of the segments. The need to reexamine these administrative relationships is evident. Part of this reexamination is being conducted by the Educational Testing Service (ETS) under contract with the Legislature.

Program Activities:

1. Review the findings of the Postsecondary Alternatives Study prepared for the Joint Legislative Committee on Postsecondary Education with particular attention to any recommendations for realigning administrative functions. (1975)

2. Study the present organizational structure of and the delineation of functions within adult education in California, and make recommendations to the Legislature and Governor on any necessary changes. (1976)

Program 4

Assess the present system of financing adult education in California, and make recommendations concerning any new approaches to funding which seem necessary.

Division 29 of the Education Code contains the State's commitment to provide quality adult education to its citizens, and to adequately fund such education. In reality, the methods by which public adult education is funded are very diverse and inconsistent. In university extension or continuing education the user pays a fee and the entire program is self-supporting, which is also the case in private vocational education. In Community College and public school adult education, and in the regional occupation programs, instruction is virtually free to the students, and is supported by State and local apportionments generated through ADA (average daily attendance).

In addition to the question of inequitable funding, questions have been raised with increasing frequency about the high levels of

funding generated for Community College and secondary adult education programs, and by the lack of any system of priorities as to how adult education should be funded. There is also increasing interest in moving to a voucher or entitlement system of funding which would allow the student to choose the particular program he or she wishes, regardless of which segment offered it.

Program Activity:

1. Examine existing and alternative systems of funding adult education in California, and make recommendations to the Legislature and Governor on any necessary changes. (1976)

FINANCING POSTSECONDARY EDUCATION

● State Goal

Provide adequate funding for operating and capital needs of public postsecondary education and to employ the most effective methods for determining the adequacy of State funding for postsecondary education in California. (Goal III-B)

Program 1

To improve procedures for determining the level and sources of operating and capital outlay funding for California's Community Colleges.

The State has increased its support of Community Colleges to provide nearly 40 percent of the operating budgets and nearly 50 percent of the capital outlay budgets of these institutions. If present enrollment plans of Community Colleges are realized, and if there are no major changes in the sources and methods of financing Community Colleges, by 1980-81 over 50 percent of the operating budgets of these institutions would come from the State. Total State apportionments to Community College districts would be nearly double what they are today, and the people of California would have spent roughly $600 million on buildings, plants, and equipment. Consequently, over the next five years, Community College expansion and financing may be the most controversial postsecondary education issue in California.

The present system of financing Community Colleges is cumbersome, its consequences uncertain, and the fiscal burdens it creates inequitable. Leaving aside questions of continued expansion and levels of funding, a consensus exists for the need to reform this machinery. Language in the State's 1975-76 budget directed the Postsecondary Education Commission to study "alternative funding procedures for Community Colleges." The Commission initiated this project in the summer of 1975.

Program Activity:

1. Conduct a comprehensive study of Community College financing, including but not limited to: (1) determining the appropriate level of State financial control and support of the Community

College system, (2) examining the procedures and formulae by which Community Colleges are funded, and (3) recommending changes in these procedures. (1976)

Program 2

Develop a process which will permit evaluation of segmental budget requests within the context of the Statewide Five-Year Plan for Postsecondary Education.

Chapter 5.5 of the Education Code expresses the intent of the Legislature to utilize the Commission's advice in reaching decisions on requests for funding new and continuing programs, graduate and professional programs, enrollment levels, and capital outlay. The Commission is also required to advise the Legislature and the Governor as to the compatability of segmental budget requests with the Five-Year State Plan developed by the Commission. Finally, the Commission is directed to participate in the development of the State's budget for public postsecondary education when requested to do so by the Legislature and the Governor.

If the Commission is to meet these responsibilities, it must, according to A. Alan Post,

> ...play a very direct and effective role at each of the points where policy is made in higher education ...at (1) the President, Chancellor, or other administrative leadership level, (2) the Regent or Trustee level, (3) the Governor, and (4) the Legislature. Policy is determined in part at each of these points.
>
> To start with, the Commission and its staff must have good communication with each point expressed in sound functional relationships. The way for a staff operation or a coordinating body to be effective is to participate effectively at the point and time when decisions are made.

Further, Mr. Post stated:

> The Commission should...carry its research and recommendations into the Governor's deliberations on the budget and the Legislature's hearings on the budget and education bills. (Address to the Commission, April 8, 1974.)

The current budgetary process does not permit meaningful evaluation of segmental budget requests within the context of the Five-Year

Plan. However, before establishing comprehensive criteria for the evaluation of operating and capital outlay budget levels for public four-year institutions, it is essential that Commission staff become thoroughly familiar with the present budgetary process.

By carefully observing the budget process, the Commission will be better able to anticipate requests from the Legislature and the Executive branch to participate in the development of the State's budget and to provide informed advice when called upon.

Program Activities:

1. Study thoroughly during one budget cycle the procedures and steps followed by the State in preparing and executing the annual budgets of the University of California and the California State University and Colleges. (1975-76)

2. Study, during one budget cycle, the procedures and steps followed by the University of California and the California State University and Colleges in preparing their annual budgets. (1976)

3. Develop, in cooperation with the segments, procedures and a format for correlating current segmental budgets with the goals in the Five-Year State Plan. (1976)

4. Submit to the Governor and the Legislature, in March of each year, a report on the compatibility of the proposed Governor's budget with the Commission's priorities as set forth in the current Five-Year State Plan. (preliminary comments on system 1976, if requested; report 1977, and annually thereafter)

● State Goal

Determine the financial needs of independent institutions and the extent to which the State should aid in meeting these needs. (Goal III-C)

Program 3

Develop procedures for determining the financial needs of independent institutions and the extent to which the State should aid in meeting these needs.

There is considerable interest in California in reexamining the relationship of the State to independent and private postsecondary education. The State Constitution prohibits direct financial support of these institutions; yet, through student financial aid, contracts, and tax exemptions, indirect State support is possible. The need for a comprehensive State policy concerning the nonpublic sector of postsecondary education has been pointed out in Assembly Bill 770[1], which directs the Commission to: (1) include this sector in the development of a Five-Year Plan; (2) report to the Legislature on the financial conditions of independent institutions; and (3) to make recommendations to the Legislature concerning State policies and programs that have a significant impact upon independent institutions.

Program Activity:

1. Study the financial health of independent colleges and universities in California, transmitting the findings to the Legislature together with recommendations. (1976)

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1. Chapter 1187, Statutes of 1973

REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS

● State Goal

Encourage the participation of independent colleges and universities and private vocational institutions in the statewide planning process to insure the orderly development of postsecondary education in California. (Goal IV-E)

Program 1

Determine the nature and extent of the private vocational sector of postsecondary education in California by identifying each institution, its programs, enrollments, and output of graduates.

Information about the private vocational sector of postsecondary education is not as readily available to educational planners as is information concerning the public sector. Accredited institutions in the private sector have generally been well identified and measured, with useful data being furnished through the Higher Education General Information Survey to the California Postsecondary Education Commission. Information on such institutions also reaches accreditation societies and associations of private institutions.

However, there are perhaps one hundred and fifty unaccredited degree-granting institutions in the private vocational sector about which relatively little information is available. An even larger number of nondegree-granting institutions exists, perhaps as many as two thousand. For these vocational institutions, virtually no information is available to the educational planner.

Program Activity:

1. Identify all institutions in the private vocational sector of California postsecondary education and collect information on their programs, enrollments, and graduation rates. (1976)

Program 2

Assess the effectiveness of Division 21 of the Education Code in providing State control over the establishment and in assuring standards of educational quality among private vocational institutions, and determine the most appropriate and effective means for administering this statute.

California does not charter private vocational institutions or higher education institutions. Rather, the State authorizes them to operate under provisions contained in various sections of the Education Code. Degree-granting institutions are authorized in one of three ways: by having regional accreditation, by meeting standards established by the Bureau of School Approvals, or by possessing $50,000 in assets. Diploma-granting vocational schools are authorized to operate if they have been approved by a licensure board in the appropriate field, or if they have been accredited by a national accrediting agency accepted by the Department of Education. Diploma-granting schools which do not qualify under these provisions can be authorized to operate under a general approval process which provides for inspection by the Bureau of School Approvals.

Program Activities:

1. Conduct a study of the provisions of Division 21 of the Education Code and recommend to the Legislature and Governor changes in the statutes regulating the establishment and operations of private vocational institutions in California. (1976)

2. Study the administration of Division 21 of the Education Code and recommend to the Legislature any changes that should be made in the administrative location and function. (1976)

REGIONAL PLANNING

● State Goal

Encourage regional interinstitutional or intersegmental cooperation which will facilitate and enhance the effective coordination and delivery of educational services. (Goal IV-B)

Program 1

Design a structure for regional planning and make appropriate recommendations on this and other alternatives to the Governor, Legislature, and segments of postsecondary education.

Assembly Concurrent Resolution 159 (1973-74 Regular Session) directs the Commission "to prepare and submit to the Legislature and the Governor a plan for establishing regional postsecondary educational councils throughout the State..." The concept of regional planning for California postsecondary education is currently a topic of controversy. Proponents of regional planning see it as a means to improve educational opportunity, maximize the use of limited resources, share the financial risks of program innovations, and enable institutions to adapt their programs and services to the particular needs of a region or local area.

Opponents of regional planning see it as another layer of bureaucracy, a waste of scarce dollars, a threat of institutional and segmental autonomy, and an inappropriate and unrealistic proposal for postsecondary education in California.

The California Postsecondary Education Commission can make a contribution to improving planning for postsecondary education in California by undertaking the following:

Program Activity:

1. Present to the Legislature and Governor a Commission position paper and a plan, together with recommendations of the Commission, for establishing regional councils and other alternatives which will encourage regional intersegmental cooperation. (1976)

EQUAL OPPORTUNITY

● State Goal

Work toward the equitable participation of ethnic minorities and women in the admission and retention of postsecondary education students. (Goal I-H)

Program 1

Establish a statewide intersegmental equal education opportunity program in academic, support services, and public service areas in order to increase the access of ethnic minorities and women to postsecondary education institutions.

By 1980, almost one-third of California's population will consist of ethnic minorities. Currently, more than one-half of the State's population is female. Yet the current level of ethnic minorities and women in student bodies reflects their underrepresentation with the population figures for these groups. Three particularly critical problems emerge for postsecondary education based on available statistics: (1) certain ethnic groups are underrepresented throughout postsecondary education; (2) graduate and professional programs tend to have greater underrepresentation for ethnic minorities and women; and (3) sex stereo-typing which tends to limit access to various postsecondary education programs.

Program Activities:

1. Report to the Legislature, as required by Assembly Concurrent Resolution 151, on representation of ethnic minorities and women in public postsecondary education student bodies and on segmental plans to address this problem. (1976)

2. Conduct, in cooperation with the public segments, an Equal Educational Opportunities Study which includes recommendations to the Legislature with regards to a statewide affirmative action program for students in public postsecondary education. (1976)

3. Conduct, in cooperation with the public segments and the Student Aid Commission (formerly State Scholarship and Loan Commission), and Equal Educational Opportunities Study of student support services, including (1977):

a. The distribution of State and federal student aid to ethnic minorities and women;

b. An analysis of learning-assistance programs available to ethnic minorities and women; and

c. An analysis of counseling services utilized by ethnic minorities and women.

EVALUATION OF PROGRAM QUALITY

● State Goal

Assess the quality of academic and vocational programs, and the means used for establishing, maintaining, or improving such quality. (Goal V-B)

Program 1

Develop better measures of the quality of educational programs.

The quality of academic programs currently is measured by certain static input measures, and a few output measures which are difficult to obtain. The inputs include measures of faculty competence (as reflected in graduate degrees held, publications, professional activity, etc.); facilities; library holdings; operating and capital outlay budgets; quality of entering students, etc. The output measures deal with the success of graduates, the value of the institution's research and public service activities, and other infrequently measured factors. Occupational programs are measured in basically the same way, but perhaps have less well-defined yardsticks than academic programs.

Some attempts have been made to reform this situation, including the use of measures of process in lieu of input or output measures. These process measures include the grading system, teacher evaluation by students, and other forms of ongoing evaluation such as that done in an accreditation visit.

Program Activity:

1. Conduct a study of methods by which the quality of post-secondary education can be assessed, including but not limited to: (1) follow-up studies of graduates and drop-outs, (2) the uses of accreditation, and (3) uses of process measures in lieu of input and output measures. (1976)

EDUCATIONAL AND CAREER COUNSELING

● State Goal

Insure that all persons have convenient access to educational and career counseling in order that they be encouraged to make informed choices from among all available options. (Goal I-A)

Program 1

Provide access to educational and career counseling for prospective students not enrolled in educational institutions.

As the range and variety of postsecondary educational programs for nontraditional students increase, the need to assist these persons in making choices becomes more urgent. Counselors in high schools and colleges are hard pressed to serve students in their own institutions effectively, let alone take on large numbers of new advisees with diverse backgrounds. Both the Select and the Joint Legislative Committees on the Master Plan recognized the seriousness of the problem. Sporadic efforts to reach the nontraditional student through the use of mobile vans and other innovative techniques have achieved modest success, but a more concerted, better-organized attack is clearly indicated. Assembly Concurrent Resolution 159 (1973-74 Regular Session) directed the Commission to prepare a plan for a series of community counseling centers throughout the State.

Program Activity:

1. Present to the Legislature and Governor a Commission position paper and a plan for establishing community counseling centers for postsecondary education with the recommendations of the Commission attached. (1976)

VOCATIONAL EDUCATION

● State Goal

Develop and maintain an integrated statewide vocational education planning process involving all affected State agencies concerned with vocational education planning at both the secondary and post-secondary levels. (Goal V-F)

Program 1

Establish a staff-level interagency planning council for vocational education comprised of representatives from the staffs of the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council for Vocational Education, and the statewide offices of the California Community Colleges, the State University and Colleges, the University of California, and a representative of an independent college or university.

Vocational education in California represents a very complex set of overlapping responsibilities of both public and private organizations. Vocational education programs and services in California are provided by Community Colleges to both full- and part-time students; private vocational schools; high schools (including adult education); and county regional occupation programs and centers. Significant amounts of vocational training are also provided by the labor unions' apprenticeship programs and the training programs offered by local governmental agencies (financed by the federal Comprehensive Employment Training Act), industry, and the various branches of the military.

In 1969, the State authorized the establishment of area vocational education planning committees to deal in an orderly manner with this broad array of programs. Unfortunately, these committees have not been successful in addressing the problems of planning at the regional level. This conclusion was reached both by the California Advisory Council on Vocational Education (October 1973) and the Legislative Analyst (November 1973) in separate evaluations of the area planning committees. The Analyst's report also pointed out that California has at this time "four basic vocational education documents required by State and federal regulations"--(1) a local district plan and (2) a State plan to qualify for federal funds; (3) an area master plan and (4) a State master plan required by

statutes. Subsequent to this report, the Legislature created the Postsecondary Education Commission (1974) and charged it with the development of a five-year plan for postsecondary education, which of necessity must incorporate vocational education to be complete. More recently, legislation was introduced to abolish the area planning committees and replace them with adult education-vocational education regional councils (AB 1821, Montoya).

This fragmented planning is clearly counterproductive. What is required is a single integrated statewide planning effort directed toward improving the vocational educational services to the student and maximizing the effective use of local, State, and federal funds. Interagency staff consultation indicates that cooperation in an articulated statewide planning process is feasible. An interagency agreement should be developed to formalize this procedure and legislation adopted to correct the multiplicity of planning operations now required in California.

Program Activities:

1. Develop and adopt a memorandum of agreement by the chief executive officers formalizing a state-level intersegmental planning process for vocational education which involves the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council on Vocational Education and Technical Training, the California Community Colleges, the California State University and Colleges, the University of California, and the Association of Independent California Colleges and Universities. (1975)

2. Form a staff-level Interagency Planning Group (IPG). (1975)

3. Issue guidelines developed by the IPG, and approved by the participating members, for an integrated multi-level (local, regional, and State) planning process, as recommended by the Legislative Analyst (Report 73-22, page 10). (1976)

4. Transmit to the Legislature the first cooperative five-year plan for vocational education, as approved by the participating members. (1977)

STUDENT FINANCIAL AID

● State Goal

Work to eliminate financial barriers which prevent students from selecting and pursuing the educational program for which they are qualified. (Goal I-E)

Program 1

Assess the effectiveness of existing student financial aid programs (federal, State, and institutional) in providing access to and reasonable choice among postsecondary institutions and programs.

The amount of financial aid available to undergraduate students in California institutions has increased nearly ten-fold during the past decade, primarily in funds awarded to students to use at institutions of their choice. At the same time, choice has been expanded by permitting students to use publicly-funded financial aid at noncollegiate institutions which primarily offer vocational training. The numbers and types of financial aid programs have also increased markedly during the past ten years. Still, no assessment has been made in California of the extent to which the goals of providing access to and reasonable choice among post-secondary institutions is being met by existing student aid programs, including changes which might increase access and choice.

One of the recommendations in the recent Master Plan for the Administration and Coordination of Publicly Funded Student Aid in California, Phase I (Student Aid Commission, formerly State Scholarship and Loan Commission, June 30, 1975) is the appointment of a joint research advisory committee on student aid research by the two Commissions (CPEC and SAC) to guide the development of student aid research, coordinate the exchange of data, and perform various other coordinating functions. Plans for an assessment study to be conducted by the Postsecondary Education Commission will be discussed with the committee sometime after its appointment.

Program Activities:

1. Form a joint committee on student aid research. (1975)

2. With the guidance of this joint committee:

a. conduct an assessment of current financial aid programs to determine the extent to which the goals of providing access to and reasonable choice among postsecondary institutions are being met, and

b. monitor the effectiveness of AB 1031 in providing financial aid to part-time students. (1977)

COLLECTIVE BARGAINING

● State Goal

Insure that in the process of collective bargaining, the operations and philosophy of postsecondary educational institutions be retained in the context of academic freedom and collegiality. (Goal IV-C)

Program 1

Monitor all legislation which would establish and/or affect collective bargaining in postsecondary education.

During the 1975-76 General Session the Legislature passed and the Governor signed, SB 160 providing collective bargaining for the elementary, secondary, and community college levels. This legislation will become effective March 1, 1976.

Program 2

Develop a series of assumptions upon which any collective bargaining for postsecondary education should be based.

Of all the issues which may alter postsecondary education as we now know it, collective bargaining is the most extraordinary. Any legislation which would extend collective bargaining rights to public postsecondary education employees should be based on specific assumptions (concerning unit determination, student participation, scope of bargaining, and related issues). On June 9, 1975, the Commission adopted a statement of policy to this effect.(Appendix D).

Program 3

Establish a central depository for information on the number and varying provisions of contracts signed, should collective bargaining be extended to public postsecondary education personnel.

TABLE 5

SUMMARY OF PLANS OF ACTION

TOPIC	PROGRAMS	YEAR OF COMPLETION
STATE-LEVEL POSTSECONDARY EDUCATION INFORMATION SYSTEMS	1. *Use the results of the federally sponsored annual Higher Education General Information Survey (HEGIS) to create a computer-based, state-level higher education data system.*	1976
	2. *Develop a computerized state-level data base tailored to the needs of planners and decision makers for California postsecondary education in the Commission and in the executive and legislative branches of government.*	1976
	3. *Develop a directory/index system for locating selected postsecondary data and information which are retrievable from sources other than the Commission library and computerized data bases.*	1977
	4. *Develop a reference library (clearinghouse for postsecondary education) for use by the Commission and others whom the information systems are intended to serve.*	1977
	5. *Implement the criteria for evaluating the effectiveness of postsecondary education, as adopted by the Commission in June 1975.*	1976
	6. *Complete Through the Open Door, A Study of Persistence and Performance in California's Community Colleges as required in Senate Bill 772 (1972).*	1976

TABLE 5 (Continued)

TOPIC	PROGRAMS	YEAR OF COMPLETION
ADULT EDUCATION	1. *Determine the extent and nature of present programs of adult education in California, including those sponsored by the public collegiate sector, the independent collegiate sector, the public secondary sector, and the independent vocational training sector.*	1976
	2. *Develop procedures for inventorying the adult education activities of business, industry, and the professions (including government and the military), as well as those programs sponsored by private agencies which are open to the public and which are not subject to regulation by the State.*	1977
	3. *Assess the present structure of administration and coordination of adult education programs in the public sector, and make recommendations concerning any new administrative structures or delivery systems which seem necessary.*	1976
	4. *Assess the present system of financing adult education in California, and make recommendations concerning any new approaches to funding which seem necessary.*	1976
FINANCING POSTSECONDARY EDUCATION	1. *To improve procedures for determining the level and sources of operating and capital outlay funding for California's Community Colleges.*	1976
	2. *Develop a process which will permit evaluation of segmental*	1977

TABLE 5 (Continued)

TOPIC	PROGRAMS	YEAR OF COMPLETION
FINANCING POSTSECONDARY EDUCATION (Continued)	*budget requests within the context of the Statewide Five-Year Plan for Postsecondary Education.*	
	3. *Develop procedures for determining the financial needs of independent institutions and the extent to which the State should aid in meeting these needs.*	1976
REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS	1. *Determine the nature and extent of the private vocational sector of postsecondary education in California by identifying each institution, its programs, enrollments, and output of graduates.*	1976
	2. *Assess the effectiveness of Division 21 of the Education Code in providing State control over the establishment and in assuring standards of educational quality among private vocational institutions, and determine the most appropriate and effective means for administering this statute.*	1976
REGIONAL PLANNING	1. *Design a structure for regional planning and make appropriate recommendations on this and other alternatives to the Governor, Legislature, and segments of postsecondary education.*	1976
EQUAL OPPORTUNITY	1. *Establish a statewide intersegmental equal education opportunity program in academic, support*	1977

TABLE 5 (Continued)

TOPIC		PROGRAMS	YEAR OF COMPLETION
EQUAL OPPORTUNITY (Continued)		*services, and public service areas in order to increase the access of ethnic minorities and women to postsecondary education institutions.*	
EVALUATION OF PROGRAM QUALITY	1.	*Develop better measures of the quality of educational programs.*	1976
EDUCATIONAL AND CAREER COUNSELING	1.	*Provide access to educational and career counseling for prospective students not enrolled in educational institutions.*	1976
VOCATIONAL EDUCATION	1.	*Establish a staff-level interagency planning council for vocational education comprised of representatives from the staffs of the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council for Vocational Education, and the statewide offices of the California Community Colleges, the State University and Colleges, the University of California, and a representative of an independent college or university.*	1977
STUDENT FINANCIAL AID	1.	*Assess the effectiveness of existing student financial aid programs (federal, State, and institutional) in providing access to and reasonable choice among postsecondary institutions and programs.*	1977

TABLE 5 (Continued)

TOPIC	PROGRAMS	YEAR OF COMPLETION
COLLECTIVE BARGAINING	1. *Monitor all legislation which would establish and/or affect collective bargaining in post-secondary education.*	
	2. *Develop a series of assumptions upon which any collective bargaining for postsecondary education should be based.*	
	3. *Establish a central depository for information on the number and varying provisions of contracts signed, should collective bargaining be extended to public postsecondary education personnel.*	

PART IV: PROGRAM AND FACILITIES PLANNING

Chapter 5.5 of the Education Code directs the Commission to consider the planning efforts of the public segments in preparing its Five-Year State Plan for Postsecondary Education. Implicit in this effort is the coordination of program and facility planning at the campus, segmental, and statewide levels. As an initial step in this process, the Commission has adopted guidelines and procedures both for (1) the review of academic and occupational plans and programs, and (2) the review of the need for new campuses and off-campus centers. These guidelines and procedures are based on the most current materials the segments and the Department of Finance can provide. These consist of the 1976-1981 academic plans of the public segments, current ten-year capital outlay plans, and the most recent enrollment projections from the Department of Finance.

The Commission's Role in the Review of Academic and Occupational Plans and Programs

The Commission's participation in statewide academic and occupational program planning builds upon a process at the departmental, campus and segmental levels, as summarized for each segment in Appendix E.

At the Commission level the intersegmental planning process is conducted according to a set of guidelines and procedures developed with the assistance of an intersegmental advisory council and adopted by the Commission (Appendix F).

Two results of this effort thus far are (1) a statewide inventory of existing and proposed academic and occupational programs, to be published under separate cover; and (2) a series of Commission recommendations regarding these programs, contained in this section of the Five-Year Plan.

The issues which arise in the review and integration of segmental program plans reflect, in large measure, problems or external forces discussed in other parts of this Plan. Particularly relevant to the issues raised here is the discussion of enrollment trends and financial projections contained in Part I. The projected leveling of enrollments during the 1980's, the changing profile of student bodies toward an older constituency, and the growing competition for the tax dollar, all require that proposals for additional programs and facilities receive more careful scrutiny.

Principles

With the assistance of the Intersegmental Program Review Council--a Commission advisory council composed of representatives of public and private institutions--the Commission developed the following set of principles to guide its participation in program planning and review and to insure that its conclusions reflect the broad interests of the State:

1. Student Demand: Within reasonable limits, students should have the opportunity to enroll in programs of study in which they are interested and for which they are qualified. Therefore, student demand for programs, indicated primarily by current and projected enrollments, are an important consideration in determining the need for a program.

2. Manpower Needs: Postsecondary educational institutions bear a responsibility to fulfill societal needs for trained manpower and for an informed citizenry. Manpower projections at the appropriate local, state, or national level serve as a significant determinant of the need for an existing or proposed program. As a general rule, employment prospects for graduates constitute a more important consideration in those programs oriented toward specialized occupational fields; with certificate or associate degree programs, the local employment market tends to be more significant than in the case of graduate programs where the state and national manpower situation assumes more importance. Recognizing the impossibility of achieving and maintaining a perfect balance between manpower supply and demand in any given career field, it nevertheless is important to both society and the individual student that the number of persons trained in a field and the number of job openings remain in reasonable balance.

3. The Number of Existing and Proposed Programs in the Field: An inventory of existing and proposed programs, compiled by the Commission staff from the plans of all segments of postsecondary education, provides the initial indication of apparent duplication or undue proliferation of programs, both within and among the segments. The number of programs alone, of course, cannot be regarded as an indication of unnecessary duplication. Programs with similar titles may have varying objectives; the regional availability of a program is a consideration; and the level of instruction is a factor. In general, an attempt is made to evaluate each program in relation to all other programs in the subject in order to ascertain if the program under review represents a responsible use of public resources.

4. Total Costs of the Program: The relative costs of a program, when compared with other programs in the same or different program areas, and, if applicable, when compared with like programs offered by other segments, constitutes another criterion in the program review process. Included in the consideration of costs is the number of new faculty required and the student/faculty ratios; and the equipment, library resources, and facilities necessary to conduct the program.

5. The Maintenance and Improvement of Quality: The public interest demands that educational programs at all levels be of the highest possible quality. While primary responsibility for the quality of programs rests with the institution and the segment, the Commission, for its part, is interested in indications that high standards have been established for the operation and evaluation of the program. In the process, it is necessary to recognize that a proper emphasis on quality may require more than a minimal expenditure of resources.

6. The Advancement of Knowledge: The program review process should in no way discourage the growth and development of creative scholarship. When the advancement of knowledge seems to require the establishment of programs either in new disciplines or in new combinations of existing disciplines, such considerations as costs, student demand, or employment opportunities may become secondary.

Issues and Recommendations

The Intersegmental Program Review Council assisted in the development of a procedure for identifying programs or program areas in which (1) an excess of programs may exist, and/or (2) a study and review may be required.

Indicators pointing to a possible excess of programs are:

1. Programs or program areas in which statewide enrollments are declining.

2. Program areas in which a significant number of new programs are projected.

3. Programs in which the number of graduates appear to exceed current job openings.

4. Programs which appear to be excessive in number within a geographical region.

Indicators of program areas requiring study and review are:

1. Supply and demand imbalances.

2. Changes in professional or occupational requirements, or changes within the program area (content, degree requirements, and similar matters).

3. Growing complexities in articulation between program levels, transfer of credits, and access.

The procedure also describes a range of possible actions regarding such programs and program areas:

1. Additional justification required on proposals submitted for Commission review.

2. Comprehensive statewide study to be undertaken.

3. Segmental study to be undertaken.

4. Moratorium on all new programs.

Using the academic master plans of the three public segments, and an inventory of programs offered by the independent colleges and universities, Commission staff compiled lists of programs on the basis of the above indicators. An analysis of these lists identified areas in which the number of existing and proposed programs suggested the possibility of unnecessary duplication. Programs appearing on more than one of the lists were taken as indicators of potential problem areas. These form the basis for the following recommendations:

1. The Commission will expect additional justification and evidence of need before it concurs with proposals for new programs in the following areas and at the levels indicated:

   Animal Science (Certificate and Associate levels)
   Computer Science (All levels)
   Food Service (Certificate and Associate levels)
   Health Science (Bachelor's level)
   Hotel and Restaurant Management (Certificate and Associate levels)
   Natural Resources (Certificate and Associate levels)
   Ornamental Horticulture (Certificate and Associate levels)
   Performing Arts: Art, Music, and Drama (All levels)
   Photography (Certificate and Associate levels)
   Public Administration (Master's level)

Radio/Television (Certificate and Associate levels)
Social Work and Helping Services (all levels)

2. Because of apparent imbalances in supply and demand in the employment market, or because of significant changes in professional requirements or program developments within the field, certain program areas require a comprehensive review at this time. Therefore, by November 30, 1976, Commission staff, in cooperation with segmental staffs, will have completed comprehensive intersegmental reviews of the following program areas:

   Teacher Education
   Health Professions (Including Veterinary Medicine)

   (Item 330 of the Budget Act of 1975-76 directed the Commission in cooperation with the Department of Health Manpower Unit and the University of California to prepare a report by April 1976, on the needs for various categories of health personnel in California. It is expected that this study, now underway, will address itself to most of the issues referred to in this recommendation. A separate staff report on educational programs in Veterinary Medicine is scheduled for completion in February 1976.)

   Until these studies are completed, proposals for new programs in these areas should be accompanied by additional justification. Proposals for Master of Arts in teaching programs in the University of California and proposals for nursing programs in all three public segments should be deferred or, if submitted prior to November 30, 1976, contain exceptionally convincing evidence of need.

3. Since the issues and information contained in Frederick Terman's 1968 study of engineering education in California[1] need to be updated, the University of California, the California State University and Colleges, and the California Community Colleges should report to the Commission on the status of Engineering and Engineering Technology programs in their respective segments by November 30, 1976.

   (The Commission has received a one-year grant from the National Science Foundation to study the relationship between licensure requirements and engineering education

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1. Coordinating Council for Higher Education, 1968

programs. This study will address some of the issues involved in this recommendation.)

Two additional recommendations result from an examination of the current academic plans of the three public segments:

4. Since the number of master's degree programs within the California State University and Colleges seems to be increasing at a rate in excess of need, this segment should develop a comprehensive policy and plan for the allocation of graduate programs among its campuses, and submit the plan to the Commission by June 30, 1976.

5. The Chancellor's Office of the California Community Colleges should develop a plan for the allocation of highly specialized occupational programs on a regional basis, and submit the plan to the Commission by June 30, 1976.

The Commission's Role in the Review of Proposals for new Campuses and Off-Campus Centers--Guidelines and Procedures

The legislation establishing the California Postsecondary Education Commission specifically directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and Governor on the need for and location of these campuses and centers. Further, the Legislature has stated that it will not authorize funds for the acquisition of sites or for the construction of new campuses and off-campus centers without the recommendation of the Commission.

In August of 1974, the Chairman of the Commission appointed an Ad Hoc Committee to Develop Policies Relating to the Approval of New Campuses and Institutions. In the development of these policies it was the Committee's goal to: (1) develop guidelines and procedures to identify clearly those proposals that should be brought to the attention of the Commission, and (2) insure that the Commission would be involved at an early stage in the development of proposals. Although the guidelines and procedures, as shown in Appendix G, are directed to public postsecondary education, the Commission encourages the independent colleges and universities and private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus making its statewide planning activities more effective.

The guidelines and procedures are based upon the following assumptions:

The University of California and the California State University and Colleges will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice.

The University of California plans and develops its campuses on the basis of statewide needs.

The California State University and Colleges plans and develops its campuses on the basis of statewide needs and special regional considerations.

Planned enrollment capacities will be established for and observed by all campuses of public postsecondary education. These capacities will be determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities will be established by the governing boards of Community College districts (and reviewed by the Board of Governors of the California Community Colleges), the Board of Trustees of the State University and Colleges, and the Board of Regents of the University of California. These capacities will be subject to Commission review and recommendations.

The Commission will render its advice on all proposals for new campuses and off-campus centers regardless of the source of funding.

One of the more basic of the above assumptions states that all proposals for new campuses, regardless of source of funding, will be submitted to the Commission for review. It should be understood, however, that on those proposals by Community College districts which involve local funds alone, the Commission will provide advice only and not a recommendation.

APPENDIX A

THE SIZE OF THE POSTSECONDARY EDUCATION SYSTEM IN CALIFORNIA

THE SIZE OF THE POSTSECONDARY EDUCATION SYSTEM IN CALIFORNIA

Segment or Sector	No. of Institutions, Campuses, or Programs	No. of Students (Headcount) Enrolled Fall, 1974
University of California	9 campuses	122,456
Hastings College of Law	1 institution	1,503
Extension	9 campuses	107,967*
Cooperative Extension	4 major programs	4,500,000 contacts**
California State University and Colleges	19 campuses	291,542
Extension	19 campuses	85,000***
California Community Colleges	100 institutions	1,134,609
California Maritime Academy	1 institution	313
Otis Art Institute (Los Angeles County)	1 institution	427
U.S. Naval Postgraduate School (Federal)	1 institution	1,312
Independent Colleges and Universities	253 institutions	156,271****
Private Postsecondary Vocational/Technical Schools	2,000 institutions	n/a
Adult Education (high school and unified school districts)	472	1,700,000 est.**
Regional Occupational Centers and Programs	55 (1973-74) centers/programs	48,246 adults
	65 (1974-75) centers/programs	n/a

* Total class enrollments including Continuing Education for the Bar

** Figure based upon annual enrollment or contacts

*** Estimated net annual class enrollments

**** Figure based upon survey of 143 institutions

APPENDIX B

PROJECTED STATE POSTSECONDARY ENROLLMENTS AND EXPENDITURES

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INTRODUCTION

This appendix identifies current trends in postsecondary education enrollments and public expenditures, with special attention to their implications for State policy and funding, and projects these trends into the immediate future. Such projections can be used in three ways. First, they can be used as a tool for evaluating State policies. Second, projections can be used as a diagnostic device to direct attention to problems beyond the purview of decision makers at the institutional and segmental levels. Third, projections can be used as an "early warning system," alerting decision makers to dangers inherent in current or proposed policies. That is, by identifying the likely consequences of our actions--by identifying current trends and extrapolating them into the future--we can determine whether our actions are consistent with our objectives. This is a first, essential step toward the practical implementation of any State plan for postsecondary education.

When the last ten years are compared to the ten years previous, several salient trends emerge.

1. The rate of increase in enrollments of traditional college-age students is dropping.

2. The rate of increase in the number of older students, part-time students, and students in vocational, life-skills, and recreational courses is accelerating.

3. The proportion of the total number of traditional college-age students enrolled in traditional academic programs in each of the public and private segments of California postsecondary education has remained fairly stable.

4. This is not true of the distribution of older students, part-time students, et al. While part-time enrollments in the California State University and Colleges, University of California Extension, adult schools, proprietary schools, and independent off-campus programs continue to climb, an increasing proportion of the part-time total is enrolled in California Community Colleges.

5. The rate of increase in enrollments in graduate academic programs is dropping.

6. The rate of increase in enrollments in graduate professional programs accelerated, then dropped, and is now fairly constant. Enrollments in the health professions, law,

business, public administration, and engineering continue to expand at a fairly stable rate, but those in education are gradually contracting.

7. Furthermore, public service activities appear to be growing at an increasing rate while research expenditures are rising at a greatly reduced rate, and overall research activities may actually have contracted.

The level of State funding is simultaneously a consequence and a determinate of these trends. In the development of a State Plan for postsecondary education, State expenditures must be viewed from both perspectives. In the first place, the results we hope to achieve from our planning activities must be tested against a realistic appraisal of our ability to draw upon public funds. But, it is equally important, if we are concerned with achieving certain goals or objectives in the Plan, that we understand the consequences of State expenditures in terms of institutional and student behavior.

An example may serve to explain the point. Since 1960, the independent sector of California higher education has maintained a stable share of the traditional college-age enrollments. Although this outcome was neither anticipated nor proposed as a goal by the 1960 Master Plan, it was achieved by direct fiscal intervention on the part of the State--in the form of the California State Scholarship program. Throughout the era in which regular undergraduate enrollments at the University of California and the California State University and Colleges expanded rapidly, the scale and comprehensiveness of this program grew at a commensurate rate. As University of California and California State University and Colleges approached a steady-state enrollment, the State Scholarship program assumed its present dimensions. Present State funding is sufficient to provide financial assistance on a needs-contingent basis to any student who choses to attend an independent California college or university, and who can satisfy the admission requirements of the University and the State University and Colleges. The maximum award a student may receive is roughly equal to the University of California's per-student operating costs. So long as the State continues to take increasing cost into account in determining both the maximum award and the student's financial needs, there should be no deterioration in the competitive position of the private sector relative to the public.

Of course, the same point could have been made by reference to increased public support for Community Colleges and the consequent increase in Community College enrollments, or increased support for the health sciences at the University of California, or any

one of a number of trends. It does not matter. The point is that State expenditures are an important determinant of both institutional and student behavior. If the objectives of this State Plan are to be realized, they must be incorporated into the State budget.

The analysis described in this appendix finds no apparent inconsistency between current enrollment and expenditure trends and anticipated growth in State revenue. However, the trends observed here raise issues which are both substantive and critical. For example, if the trends of the recent past persist into the immediate future, by 1980-81 the State share of support for Community Colleges will rise to 54 percent and total expenditures will equal $1.4 billion. Further, such a projection is consistent with the goal of maximizing physical access to educational institutions, centers, programs, and services; the goal of expanding postsecondary education services which allow an individual to pursue educational goals throughout life; or the goal of eliminating financial barriers which prevent students from selecting and pursuing educational programs for which they are qualified. Yet recent limitations on State funding tell us these projections may be highly unrealistic. What, then, are the answers to such questions as: how many students do we want to enroll in Community Colleges, which students, in which courses, and who should pay the price?

Another example, present trends reveal a decline in constant dollar support per student at the University of California, the California State University and Colleges, and California's independent colleges and universities. This raises the question of whether or not this funding is adequate, and, a second, corollary question, adequate for what?

It is, in large part, these kinds of issues to which the Commission's Plan is addressed: issues of access and retention, accreditation and credentialing, financing, organization and governance, and programs and services.

ENROLLMENTS

Basic to forecasting expenditures for public postsecondary education is projecting the number and type of students who will be enrolled in the future. Such enrollment and expenditure forecasts are generally recognized as necessary for both short- and long-range planning, policy development, and resource allocation. More specifically, these forecasts are useful in the following three areas of planning.

First, and most importantly, forecasts can be used as a tool for evaluating alternative State policies. For example, the 1960 Master

Plan for Higher Education in California used two sets of enrollment projections to evaluate State policy on the diversion of lower-division students from the public senior segments to the Community Colleges. Table 1 shows the two Master Plan projections of full-time enrollments for 1970, and compares them with the actual number of full-time students enrolled at public institutions in the 1970 fall term.

The Master Plan projections were based on the following assumptions[1]:

1. Both Projections

   * The State of California will continue to grow rapidly, reflecting a high level of economic development if there are no major economic setbacks, atomic wars, or natural catastrophes between now and 1975.

   * The rates at which children remain in high school until graduation and the geographic distribution of high school graduates to 1975 will in general follow the trends of the past decade.

   * The rates at which California's young people enter its colleges will continue to show a gradual increase to 1975.

   * The independent colleges and universities will not expand their facilities at a rate sufficient to maintain their present proportion of enrollment.

2. Status Quo Projections

   * The publicly controlled facilities will be limited to institutions in operation and reporting enrollment in the Fall of 1959, with the addition of two State colleges and three campuses of the University of California.

   * Each publicly controlled institution within each system will continue to attract

---

1. Preliminary report First-Run Status Quo Projections of Enrollment of California Institutions of Higher Learning Included in the Master Plan Survey, Department of Finance, Budget Division, No. 112759.

TABLE 1

PROJECTED AND ACTUAL ENROLLMENT OF FULL-TIME STUDENTS
BY LEVEL OF INSTRUCTION, FALL 1970

	Projected[1]		Actual[2]
	Status Quo	Modified	
Community Colleges			
Lower Division	201,100	225,900	279,155
State University and Colleges			
Lower Division	73,350	59,700	51,775
Upper Division	74,600	75,650	98,670
Graduate	9,200	9,850	16,431
Total	157,150	145,200	166,876
University of California			
Lower Division	35,950	25,700	33,170
Upper Division	39,000	31,900	39,067
Graduate	31,100	31,550	30,628
Total	106,050	89,150	102,765

1 Master Plan For Higher Education In California, 1959.

2 California Department of Finance, Total and Full-Time Enrollment, California Institutions of Higher Education, Fall 1970.

students at about present rates, and students will continue current patterns of place of origin and attendance except as modified by the new institutions. Implicit is a continuation of present admission policies, curricula, and other conditions influencing enrollment.

* Each institution will be able to handle all the students who would be able to enroll under these assumptions so that the projected numbers are "potentials" not restricted by site, physical plant, or other limitations that may in actuality exist.

3. Modified Projections

* That diversion of full-time lower division students from State Colleges and University of California campuses to Junior Colleges will be undertaken so as to result in approximately 50,000 such students being diverted in 1975.

* That the respective boards of the State College System and the University of California will devise measures that will reduce the overcrowding of certain of their institutions beyond reasonable site capacity and will increase the numbers attending less crowded institutions of both systems.

* That the lower division proportion of the full-time undergraduate enrollment of the two public segments will be reduced gradually so that by 1975 it will be, for each segment, in the neighborhood of 41 percent. This would be, in each case, a systemwide average, not necessarily true for each campus within the system.

* That the most rapid rate of lower division growth during the period 1960 to 1975 will be in the Junior Colleges, since this segment is least costly, per student, to the State.

* That during this period, in addition to the already authorized State College and State

University campuses, two new State Colleges, as elsewhere recommended in this report, will be established and put into operation.

* That the State will encourage development by local communities of additional Junior Colleges as needed, contributing more heavily to their support than in the past and making State funds available to pay for part of the cost of their construction.

* That the modification of freshman entrance requirements to State Colleges and the University of California, as recommended in Chapter V, will be adopted, as well as those modifications affecting entrance to those institutions with advanced standing.

Assumptions such as these are necessary for the meaningful evaluation of any enrollment projections. A review of these assumptions does much to explain differences between the Master Plan projections and actual enrollments for 1970.

By examining Table 1 it is evident that the status quo projections for the University of California were more accurate than the modified projections. A basic assumption of the modified projections was that the University would reduce the lower division proportion of its full-time undergraduate enrollment from 46.5 percent in 1958 to approximately 41 percent by 1975. Yet by 1970, this percentage had been lowered by only .5 percent, to 45.9 percent.

In contrast, the California State University and Colleges enrolled even fewer lower division students in 1970 than had been projected on the basis of the modified assumptions. Again, this difference is explained by examining the projected and actual lower-division proportions of full-time undergraduate enrollment. The modified projections assumed that the State University and Colleges would lower its percentage of undergraduate students from 48.0 percent in 1958 to about 41 percent in 1970. Actual data for 1970, however, reveal that this percentage was reduced far more than had been anticipated, and that by 1970 this proportion had dropped to 34.4 percent.

These examples indicate how policy assumptions affect enrollment projections. In addition, they illustrate how "bad" projections can be the result of deviations from stated policy objectives. However, not all errors in projections result from explicit State policy decision. Student choice in terms of class load and program are critical to any projection.

For example, the Master Plan projections assumed that student participation rates would remain near 1959 levels. Without a statement to the contrary, it is also safe to assume that the status quo was expected to continue with regard to class load. Because there is little information available on age participation rates for the segments before 1971, an analysis of changes between 1960 and 1970 is difficult. In terms of student load, however, a simple index can be established by determining the percentage of students enrolled full time. This index is useful because the Master Plan projections were developed in terms of full-time students, and assumed little change in the percentage of full-time students attending California institutions.

As noted, the status-quo projections for the University were quite close to actual enrollments reported for 1970. The percentage of full-time students enrolled at the University remained relatively constant between 1960 (94.1 percent) and 1970 (94.6 percent). Consequently, no wide variations between projected and actual 1970 enrollments could be explained by the student-load factor. However, significant differences in the percentage of full-time students do exist in the other two public segments.

The modified projections in Table 1 are substantially lower than actual 1970 enrollments for the Community Colleges and the State University and Colleges. Actual enrollment in the Community Colleges exceeded the modified projections by 23.6 percent, and for the State University and Colleges, by 14.9 percent.

To some extent these differences may be explained by an analysis of the percentage of full-time students enrolled in these segments between 1960 and 1970. In 1960, the percentage of full-time students in the State University and Colleges was 59.4 percent, and in the Community Colleges, 34.4 percent. By 1970, these percentages had increased to 69.1 percent and 43.3 percent, respectively. In large part this increase may be attributed to the Vietnam War and the requirement that students be enrolled full time to be exempt from the draft. Regardless of cause, this unanticipated increase in the percentage of full-time students had a major impact on the accuracy of the Master Plan projections. Had the 1960 rates of "full timeness" continued through 1970, the accuracy of the projections would have been extremely good. (See Table 2.)

The "failure" of the Master Plan projections to anticipate the Vietnam War largely accounts for the error in enrollment projections for the Community Colleges and the State University and Colleges. Despite the limitations noted above, the status-quo and modified projections were useful to the framers of the Master Plan in evaluating alternative State policies concerning the diversion of lower division students to the Community Colleges.

TABLE 2

COMPARISON OF ACTUAL AND PROJECTED FULL-TIME ENROLLMENTS
COMMUNITY COLLEGES AND STATE UNIVERSITY AND COLLEGES

	Actual 1960 [1]	Actual 1970 [1]	1970 Master Plan Projection [2]	1960 Rate [3]
Community Colleges				
Total	289,898	651,997	--	651,997
Full-Time	99,783	282,600	225,900	224,287
Percent Full-Time	34.4	43.3	--	34.4
State University and Colleges				
Total	95,081	241,559	--	241,559
Full-Time	56,480	166,876	145,200	143,486
Percent Full-Time	59.4	69.1	--	59.4

1 California Department of Finance, Total and Full-Time Enrollment, California Institutions of Higher Education, an annual series.

2 Modified Projections, Master Plan for Higher Education In California, 1959.

3 1960 full-time percentage times actual total enrollment, 1970.

A second use of projections is as an "early warning system" that may reduce adjustment problems. A good example of this use is the University of California Growth Plan, which has been developed to accommodate the projected decline in undergraduate enrollments during the 1980's. When projections began to indicate this decline, the University developed a plan to limit growth during the 1970's and to maintain a gradual increase in enrollment through the 1980's. If the University proceeds with its current plan, it should be able to avert the potentially harmful impact that decreasing enrollments would have on facility and staff resources.

A third use of projections is as a diagnostic devise to identify problems beyond the purview of institutional-level decision makers. Such use usually requires the development of a series of projections for analysis. An example might be an examination of current undergraduate enrollment projections in light of alternative State policies concerning adult education. Figure 1 shows actual and projected undergraduate enrollments in public institutions from 1972 through 2000. Also shown is the number of students 24 years old and under, and the number over 24 years old.

These projections assume that there will be no basic change in State policy toward the education of adults. Alternative projections would have to be considered if major legislation were introduced concerning the funding and administration of adult education.

Given these uses of enrollment forecasts, how can current projections be used to plan for the future? First, the implicit assumptions in the current projections must be recognized and evaluated in terms of stated Commission policy and goals. An examination of the age composition of the projected students may help focus concerns about the increasing numbers of older students participating in California postsecondary education, and aid in the study of adult and continuing education. Current and alternative enrollment projections may be used as the basis of expenditure forecasts for the next decade. Current undergraduate enrollment projections for all public segments are presented in Table 3 and graphically in Figure 2.

FIGURE 1

AGE COMPOSITION OF ACTUAL AND PROJECTED UNDERGRADUATE ENROLLMENTS IN THE UNIVERSITY OF CALIFORNIA, THE CALIFORNIA STATE UNIVERSITY AND COLLEGES: 1960 - 2000

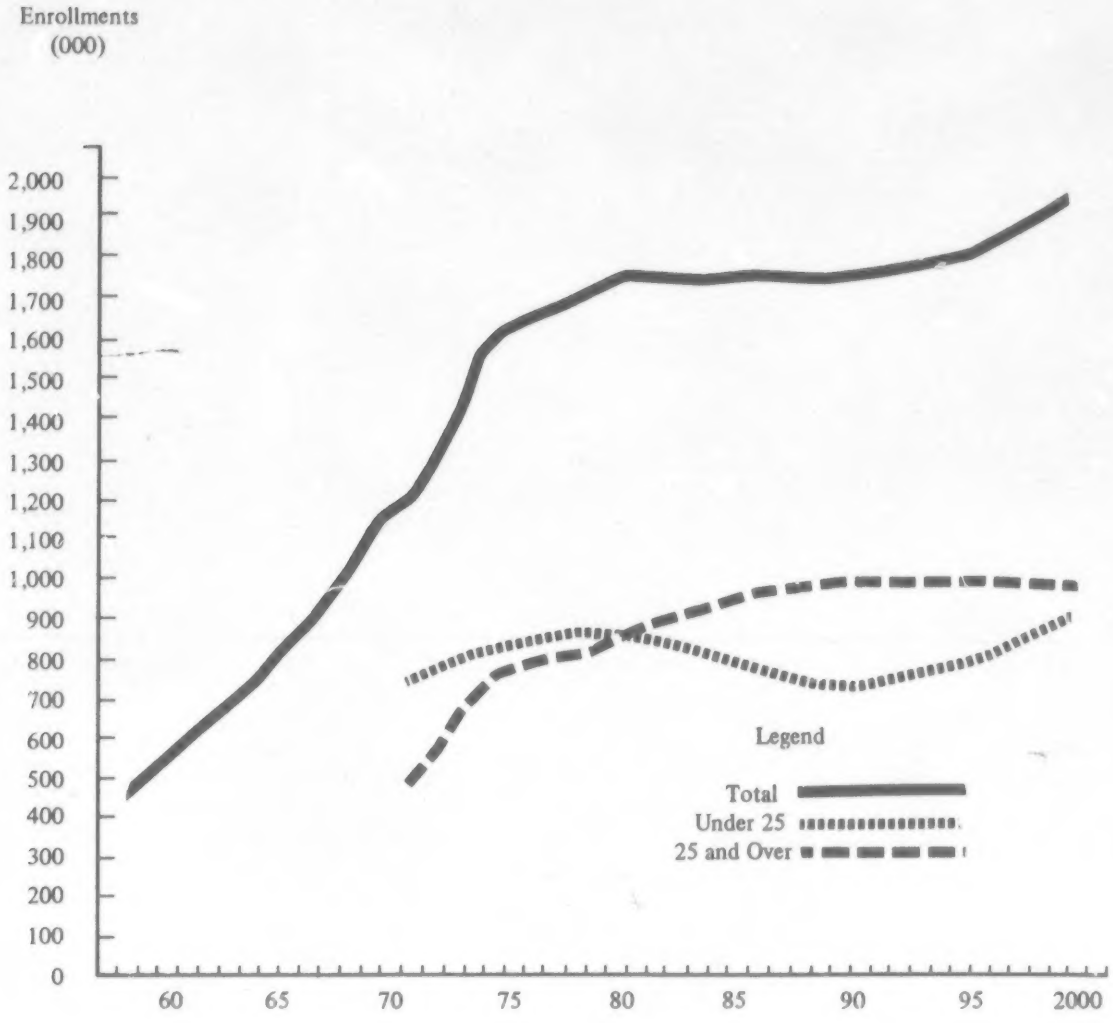


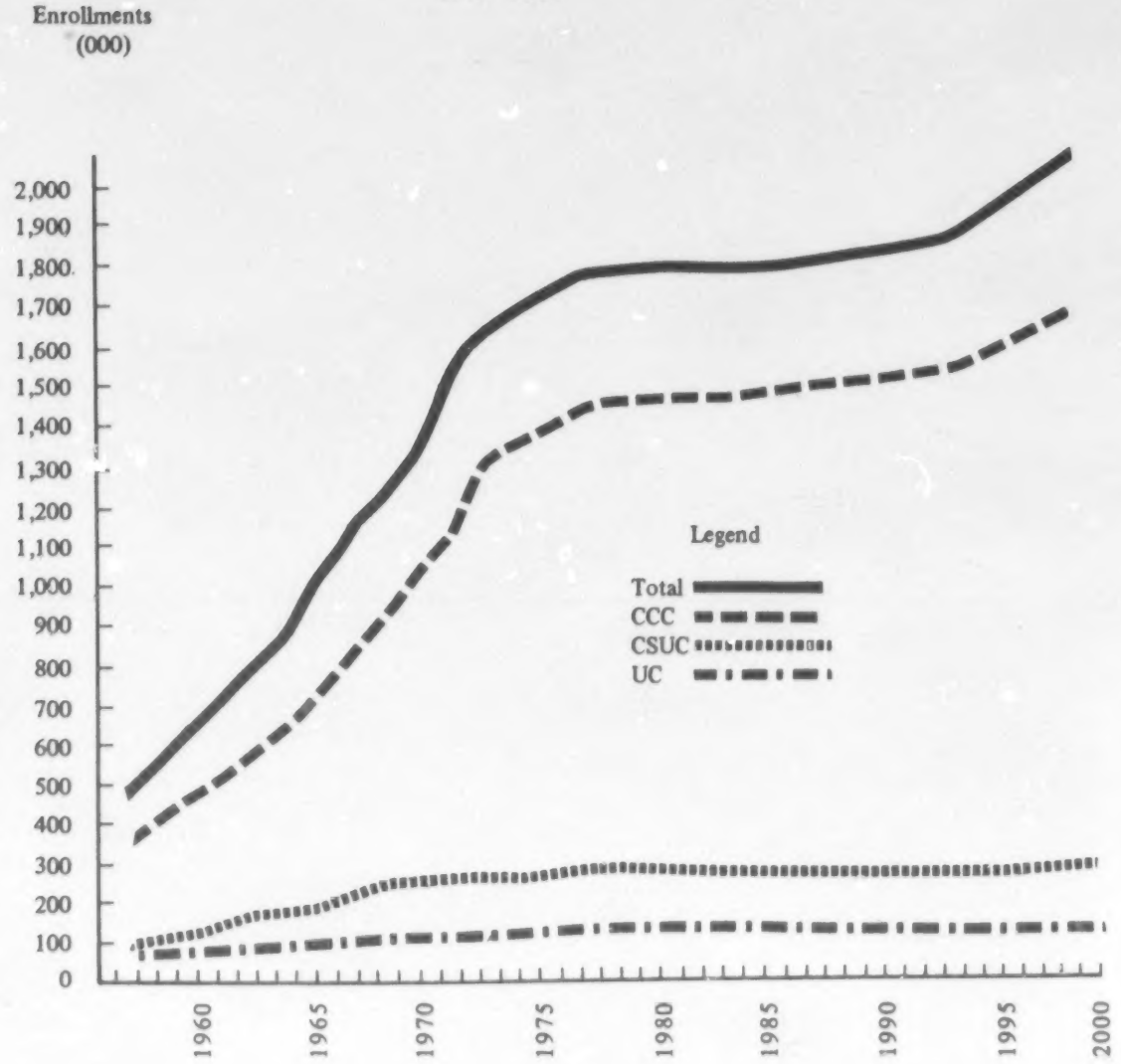
TABLE 3

UNDERGRADUATE ENROLLMENT BY AGE IN CALIFORNIA'S
THREE PUBLIC SEGMENTS OF HIGHER EDUCATION

Year and Segment	Total Enrollment	< 20	20-24	25-29	30-34	35+
1972						
CC	921,954	244,488	247,585	143,686	91,102	195,093
CSUC	216,422	41,162	112,826	37,515	11,726	13,193
UC	79,465	29,903	42,463	4,730	1,072	1,297
Total	1,217,841	315,553	402,874	185,931	103,900	209,583
1973						
CC	1,009,317	250,082	257,436	164,333	109,461	228,005
CSUC	223,130	43,263	112,674	39,518	13,308	14,367
UC	84,989	34,062	43,364	5,189	1,272	1,102
Total	1,317,436	327,407	413,474	209,040	124,041	243,474
1974						
CC	1,134,609	254,922	284,089	196,411	123,579	275,608
CSUC	225,738	44,490	113,890	38,730	13,714	14,914
UC	87,354	32,961	46,118	5,572	1,388	1,315
Total	1,447,701	332,373	444,097	240,713	138,681	291,837
1975						
CC	1,303,400	280,000	314,100	228,600	144,400	336,300
CSUC	228,100	45,300	115,700	37,600	14,300	15,200
UC	89,500	32,600	48,100	6,000	1,500	1,300
Total	1,621,000	357,900	477,900	272,200	160,200	352,800
1980						
CC	1,389,300	287,200	351,200	263,200	143,200	344,500
CSUC	247,100	46,900	126,300	40,600	17,000	16,300
UC	96,700	33,500	53,100	6,900	1,800	1,400
Total	1,733,100	367,600	530,600	310,700	162,000	362,200
1985						
CC	1,431,500	239,600	349,500	304,600	183,200	354,600
CSUC	245,200	39,600	124,300	44,400	19,200	17,700
UC	91,700	28,300	52,300	7,500	2,000	1,600
Total	1,768,400	307,500	526,100	356,500	204,400	373,900
1990						
CC	1,445,600	251,100	305,400	299,000	200,800	389,300
CSUC	234,400	41,500	108,700	43,600	21,100	19,500
UC	86,700	29,700	45,700	7,400	2,200	1,700
Total	1,766,700	322,300	459,800	350,000	224,100	410,500
1995						
CC	1,470,700	269,800	309,400	260,200	196,900	434,400
CSUC	235,100	44,600	110,100	38,000	20,700	21,700
UC	88,700	31,900	46,300	6,400	2,200	1,900
Total	1,794,500	346,300	465,800	304,600	219,800	458,000
2000						
CC	1,598,800	324,400	361,900	263,700	170,900	477,900
CSUC	263,300	54,200	128,700	38,500	18,000	23,900
UC	103,000	38,300	54,200	6,500	1,900	2,100
Total	1,965,100	416,900	544,800	308,700	190,800	503,900

FIGURE 2

ACTUAL AND PROJECTED UNDERGRADUATE ENROLLMENTS
PUBLIC HIGHER EDUCATION INSTITUTIONS IN CALIFORNIA:
1960 - 2000



Current projections are based upon an age/participation-rate model, rather than upon the high school graduate/grade-progression ratio used in previous years. Because the new model is more complex, assumptions related to participation rates are more difficult to define than those underlying the Master Plan projections. The Population Research Unit has been able to develop participation rates for various age groups using three years of actual data and projecting recent trends through three years. Actual and projected changes in participation rates are shown in Table 4.

The participation rates for the University and State University and Colleges remain fairly constant through all age groups for the period of these projections. The Community Colleges, however, exhibit substantial increases, especially in the older age groups. These increases assume that recent trends for increased participation by older age groups in the Community Colleges will continue for three years and then remain constant.

With only three years of historical data used to generate future participation rates, the projection of continuation of recent trends is undoubtedly risky. Yet the real question is not whether these are "good" or "bad" projections, but to what extent the public supports the policy assumptions from which these projections were derived.

TABLE 4

ACTUAL AND PROJECTED CHANGES IN UNDERGRADUATE PARTICIPATION RATES PER 1,000 POPULATION BY AGE GROUP AND BY SEGMENT, 1972 - 2000

Age Group and Segment	Base 1972	Actual 72--73	Actual 73--74	Projected Base 74--75	Projected Base 75--80	Projected Base 1980
Under 20*						
CCC	214.9	+2.1	+0.8	+18.3	+1.8	236.9
CSUC	53.4	+2.0	+0.7	+0.3	+0.1	56.5
UC	38.8	+4.8	-2.0	-1.0	-0.2	40.4
20-24						
CCC	134.2	+2.0	+10.6	+11.9	+3.2	161.9
CSUC	61.2	-1.6	-0.8	-0.4	-0.2	58.2
UC	23.0	-0.1	+0.9	+0.5	+0.2	24.5
25-29						
CCC	87.5	+9.3	+15.8	+14.4	+3.7	130.7
CSUC	22.9	+0.4	-1.1	-1.3	-0.7	20.2
UC	2.9	+0.2	+0.1	+0.1	+0.1	3.4
30-34						
CCC	67.9	+9.2	+6.1	+10.5	-15.0	78.7
CSUC	8.7	+0.7	-0.2	+0.1	+0.1	9.4
UC	0.8	+0.1	--	+0.1	--	1.0
Over 34						
CCC	30.2	+4.8	+7.0	+8.9	-2.2	48.7
CSUC	2.0	+0.2	+0.1	--	--	2.3
UC	0.2	--	--	--	--	0.2

Source: Provisional Projections, Population Research Unit, Department of Finance

* The participation rates shown in this column are Community College under 20 students compared to all California 17-19 year olds. The population age group used for California State University and Colleges and University of California is 18 and 19 year olds. The Community Colleges rates are, therefore, non-additive to California State University and Colleges and University of California.

GENERAL FUND EXPENDITURES FOR POSTSECONDARY EDUCATION

The State spends considerably more than a billion dollars a year to realize its postsecondary education goals and objectives. The consequences of these expenditures are obtained directly through institutional aid to public institutions, scholarship programs, etc., and indirectly, as State actions influence the level and kind of local and federal expenditures and private contributions. In turn, the quality and availability of postsecondary education services in California are important determinants of student choice. Other things remaining equal, they will determine, for example, whether students attend college, the length of time they spend in college, and the programs they select.

As Howard Bowen has noted:

> If education is without tuition and if scholarships, fellowships, and part-time work are widely available, one set of choices will be made. If education is priced at full cost (as is often advocated) and if student aid is scarce, another set of choices will be made. If the price is set according to the cost of each program with relatively high prices for physics, classics, and medicine, and low prices for sociology and English literature, another set of choices will result. If fellowships are available in some fields and not in others, still other choices will be made. If students are financed by loans instead of grants, the outcome will be changed.

The point is that student demand, like every other kind of a demand, is a schedule contingent upon a wide variety of costs and opportunities; it is determinate only when it is associated with some notion of supply, in this case the supply of postsecondary education services and facilities. Therefore, when it is reported that in 1980, enrollment at the University of California will reach 96,700 or that Community College enrollments will total 1,389,300 it must be understood that implicit in these figures are a whole series of assumptions about State policy. Perhaps the most dramatic of these assumptions is the shift in priorities, away from further expansion of traditional programs for the traditional student toward development of a system of wide access, diversity, and an expanding number of options and alternatives. Implicit in these enrollment projections is the assumption that much of the expanded opportunity and most of the new options will be provided by the Community Colleges. Both these and other assumptions about State policy should be addressed specifically by the Postsecondary Education Commission.

Justification for extrapolating this trend into the future is found in the Commission's commitment to the principle that each person should have the opportunity to pursue educational programs appropriate to his or her level of aspirations and ability and to the principle that the State should provide a full complement of educational programs, facilities, and services to meet the diverse needs of its citizens. Similarly, the Legislature several times has affirmed its intent that all "qualified" California residents have the opportunity to pursue a quality education as far as their aspirations and abilities will carry them, most recently by Assembly Bill 3011 (1974):

> 22521. It is the intent of the Legislature that each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education. Once enrolled he should have the opportunity to continue as long and as far as his capacity and motivation, as indicated by his academic performance and commitment to educational advancement, will lead him to meet academic standards and institutional requirements.
>
> The Legislature hereby reaffirms the commitment of the State of California to provide an appropriate place in California public higher education for every student who is willing and able to benefit from attendance.

During the 1975 session, however, the Legislature appears to have had second thoughts about the rate at which postsecondary education options and alternatives are expanding and has inserted into the 1975-76 Budget Act control language aimed at limiting the State funds available to finance Community College growth. This action raises questions about the consistency between the Commission's goals for the State and legislative intent.

Of course, the Legislature's action may be no more than a temporary measure, justified in terms of a perceived need for fiscal restraint during a time of general recession and considerable economic uncertainty. If this is the case, then the question is whether over the longer run the State will have the ability to finance expansion of public postsecondary education to planned enrollment levels.

To provide an answer to this question, it is necessary to estimate three things:

1. State revenues;

2. The share of total revenue which will be available for support of public postsecondary education; and,

3. The cost of realizing projected enrollment levels.

Long-run revenue estimation is a risky game--one which very few responsible analysts are willing to play. Nevertheless, a few years ago the State administration assembled a team of economists and fiscal experts from the Department of Finance to do just that.[1] The team developed two sets of projections. The first was based on the assumption that the State sector of our economy would continue to expand relative to the private sector at the same rate as it had in the past. The second set of projections was based on the assumption that the State sector would be constrained to grow at the same rate as the private sector. According to the first projection, total State revenue will equal $19 billion by 1980-81. According to the second, it will grow to only $15.5 billion. The first projection has thus far been almost right on target.

To estimate the share of total State revenue that will be available to support the operating costs of public postsecondary education, the assumption was made that these costs will continue to command roughly the same proportion of total revenues in 1980-81 that they do at present; that is roughly 13 percent.

Consequently, if the higher-revenue forecast holds, about $2.5 billion should be available for postsecondary education; if the relative growth of the State sector is controlled over the next five years, about $2 billion should be available.

Finally, based upon enrollment projections, 1980-81 public postsecondary education operating expenditures were estimated, both individually (by segment and major State program) and in the aggregate. The results are shown in Table 6.

1. Estimates from "A Reasonable Program for Revenue Control and Tax Reduction," March 12, 1973.

TABLE 5

EXPENDITURES FROM STATE GENERAL FUND FOR POSTSECONDARY EDUCATION OPERATIONS

(in millions of dollars)

	1970-71	1971-72	1972-73	1973-74	1974-75*	1975-76*
University of California (including Hastings)	338	337	386	448	51[illegible]	587
California State University and Colleges	305	316	373	429	487	540
California Community Colleges	165	182	192	281**	327**	392**
California Maritime Academy	1	1	1	1	2	2
CPE, CPEC, WICHE, Board of Governors CCC	1	1	2	2	3	3
State Student Aid Commission	16	19	28	36	43	51
TOTAL	826	856	982	1,197	1,378	1,575
State Revenue	5,917	6,897	7,670	8,431	10,043	10,776
Total PSE Expenditures as a percentage of State Revenue	14%	12.4%	12.8%	14.2%	13.7%	14.6%

* Estimated

** Excludes property tax relief

Source: Governor's Budgets

TABLE 6

ESTIMATED GENERAL FUNDS EXPENDITURE FOR POSTSECONDARY EDUCATION: 1980-81
(in millions of dollars)

	State Support 1980-81	Local Support 1980-81	Total Support (State and Local)
University of California	$ 745	—	$ 745
California State University and Colleges	688	—	688
California Community Colleges	768	$662	1,430
California State Student Aid Commission	150	—	150
All other	10	—	10
TOTAL	$2,351	$662	$3,023

Segmental and programmatic estimates were obtained by standard statistical methods (ordinary least squares--OLS) using no more than fifteen years of time series data according to the following specification:

$$Y_i = a + B_1X_{1i} + B_2X_{2i}$$

where:

Y_i = Expenditures

X_{1i} = Enrollment (FTE or ADA)

X_{2i} = Year

This specification was suggested by the observation that over the past ten years about half the increase in operating expenditure is explained by increased workload (enrollment), and the other half by inflation (an increasing function of time).

Aggregate estimate of State support for public postsecondary education, 1980-81 — $2,200

The estimate of aggregate State support was obtained by the same means according to the following specification:

$$\log Y_i = a + BX_i$$

where:

Y_i = Expenditures

X_i = Year

This analysis indicates that the State will have the ability to support considerable expansion of postsecondary education during the next five years. However, ability to pay and willingness to pay are two very different things. Many people believe that neither the Governor, the Legislature, nor the general public will in the future support further relative increases in the State sector. If they are correct, and if we are unable to find a way to meet our goals and objectives for postsecondary education at less cost to the State than estimated here, we must either sacrifice some of our goals or make the case for increasing the proportion of State revenues available for postsecondary education.

These estimates and conclusions do not account for a substantial portion of total State support for postsecondary education--the millions of dollars which have been spent each year to provide the additional classrooms, laboratories, and other physical facilities required by an ever-increasing student population. In 1974-75 for example, State capital outlay expenditures for postsecondary education were over 25 percent of total operating expenditures. (See Table 7.)

One very common reaction to projections which forecast a leveling off of enrollments in traditional programs by traditional college-age students, is that we will not have to construct any more buildings. If this were so, one of the major recurring items in the State budget would simply disappear, freeing funds for other educational purposes, including operating costs. However, this anticipated fiscal dividend may be more apparent than real. In the first place, enrollment growth has not stopped. Based upon existing utilization standards and planned enrollments, the Department of Finance's Capital Outlay Model for Higher Education estimates that between 1975-76 and 1979-80 nearly $100 million (constant dollars) will have to be spent to meet enrollment-generated space needs at the University of California and the California State University and Colleges.

TABLE 7

CAPITAL IMPROVEMENT PROGRAMS 1970-75
(in millions of dollars)

	1970-71	1971-72	1972-73	1973-74	1974-75	Proposed 1975-76
UNIVERSITY OF CALIFORNIA						
Total funding requested[1/]	$122.0	$103.0	$150.0	$220.0	$153.0	$142.0
Total expended[2/]	43.0	35.0	58.0	142.0	140.0	60.0
State funds[2/]	24.0	27.0	45.0	108.0		
Non-State funds[2/]	19.0	8.0	13.0	34.0		
CALIFORNIA STATE UNIVERSITY AND COLLEGES						
Total funding requested[4/]	$159.0	$176.0	$162.0	$147.0	$ 80.0	$ 84.0
State funds[4/]	117.0	137.0	132.0	129.0	77.0	76.0
Non-State funds[4/]	43.0	39.0	30.0	18.0	3.0	8.0
Total expended[2/]	60.0	45.0	45.0	68.0	126.0[3/]	24.0
State funds[2/]	30.0	20.0	22.0	42.0		
Non-State funds[2/]	30.0	25.0	23.0	26.0		
COMMUNITY COLLEGES						
Total funding requested[5/]	$ 38.0	$ 70.9	$ 78.7	$113.9	$ 93.0	$113.7
State funds[5/]	19.0	41.7	45.2	62.8	47.1	58.5
District funds[5/]	15.6	29.2	33.5	51.1	45.9	55.2
Federal funds	3.4	3.0	-	-	-	-
Total expended[2/]	34.0	73.0	48.0	143.0	98.0[3/]	39.0
State funds[2/]	18.0	41.0	28.0	76.0		
District funds[2/]	16.0	32.0	20.0	67.0		

1/ University of California, Office of President, Capital Improvement Program Requests
2/ Governor's Budget
3/ Governor's 1975-76 Budget, estimated expenditure
4/ California State University and Colleges Capital Outlay Program Requests
5/ Community College Capital Outlay Program Requests, Chancellor's Office

TABLE 8

CUMULATIVE CAPITAL IMPROVEMENT NEEDS
BASED UPON PROJECTED ENROLLMENT GROWTH
FOR THE UNIVERSITY OF CALIFORNIA AND
THE CALIFORNIA STATE UNIVERSITY AND COLLEGES

(in thousands of dollars)

Segment	1975-76	1976-77	1977-78	1978-79	1979-80
University of California - Systemwide (Grand Total)	$14,820	$14,900	$15,347	$15,876	$16,328
California State University and Colleges Systemwide (Grand Total)	64,139	66,069	68,042	71,745	75,514

Moreover, considerable expansion of Community College enrollment is planned. Under the Community College Construction Act of 1967, the amount of funds allocated to Community College districts from the State is determined by enrollment and space utilization as anticipated in the California Community College Ten-Year Plan, using standards set forth in State law and regulations. On the basis of existing procedures, the Community Colleges estimate that at least $570 million will be needed for capital outlay purposes over the next five years, with a large part of the total amount justified by anticipated enrollment increases.

Of course, these plans tend to ignore the fact that Community College priorities have changed. Many doubt that the expansion of nontraditional programs (for nontraditional students) requires the expansion of traditional campus facilities. But no one knows yet what is needed, let alone how to provide it in the most cost-effective manner. The fact is that postsecondary education priorities are changing and neither the law nor capital outlay planning procedures has kept pace with these changes.

Second, even during periods of vigorous expansion, not all capital outlays were intended to cope with new enrollments. A considerable portion was devoted to maintenance, remodeling, and rebuilding. These expenses will continue in the future.

Table 9 shows the capital outlay plans of the public segments through the end of this decade. While we do not endorse these estimates, it should be noted that they are based on the same enrollment projections that were presented in Table 3. They should serve as a warning against easy assumptions about forthcoming windfalls from reduced capital outlay requirements.

TABLE 9

TOTAL CUMULATIVE CAPITAL OUTLAYS PLANNED
1976-77 to 1979-80

(in thousands of dollars)

Segments	1976-77	1977-78	1978-79	1979-80
University of California	$134,613	$281,243	$394,697	$466,696
California State University and Colleges	87,260	154,718	219,724	274,332
California Community Colleges				
Total	260,648	444,637	602,891	676,113
State funds	117,668[1]	194,081[1]	249,238[1]	279,848[1]
District Matching	99,173[2]	168,596[2]	236,347[2]	267,130[2]
District Only	43,807	81,960	117,306	129,135

1 Includes $37,395,700 State funds deferred from 1975-76 Major Capital Outlay request

2 Includes $36,213,645 local matching funds deferred from 1975-76 Major Capital Outlay request

APPENDIX C

GUIDELINES FOR EVALUATING THE EFFECTIVENESS OF POSTSECONDARY EDUCATION

GUIDELINES FOR EVALUATING THE EFFECTIVENESS OF POSTSECONDARY EDUCATION

Overview of the Prospectus for Evaluation[1]

Evaluation of the effectiveness of California postsecondary education under the auspices of the Commission should involve three major types of activities:

1. A monitoring of the "state of the health" of California postsecondary education annually, with both quantitative and descriptive indicators to which a variety of criteria and standards would be applied as part of the evaluative process;

2. Periodic evaluation (perhaps every five years) of selected aspects of postsecondary education where data are not available routinely and/or which do not require monitoring annually; and

3. In-depth evaluation studies in areas in which serious problems are encountered in the course of monitoring.

The prospectus is compatible with and supportive of the planning mode which the Commission adopted in September 1974. Values and goals included in the Commission's five-year plan will serve as one source of criteria to be used in the monitoring process. Criteria and standards which are being developed by various committees of the Commission will also be used where appropriate. Where there is unmet need for criteria to apply to data collected in the monitoring activities, the Committee on evaluation will

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1. See Appendix A for definitions of the following terms and an example which utilizes the terms: monitor, data, indicator, and criterion.

either develop and recommend criteria to the Commission in its final report or point out the need for such criteria to the Commission. Problems requiring in-depth study should be considered in the annual updating of the Commission's Five-Year Plan.

The activities in (1) and (2) are also an integral part of the development of the state-level data base which is being planned for inclusion in the comprehensive information system for use by the Commission and other State agencies. Because of this close relationship, it should be possible to begin the monitoring activity in the next budget year with data which are readily available from the segments, and to add to the range of indicators as needed.

The Monitoring of the "State of the Health" of Postsecondary Education

The following appear to be the major areas in which indicators might be developed in such a way as to provide a kind of barometric reading annually. The examples of indicators which are given do not constitute a proposal for data collection at this time. They were chosen so as to illustrate as clearly as possible the concept of evaluation as a monitoring process, without regard to feasibility of data collection, relative priority, or availability of criteria for use in evaluating the data.

Costs and Resources Available to Finance Postsecondary Education

1. Data: costs per full-time equivalent student by level, institution, and segment; Indicators: changes over time, differences among institutions, projected versus actual costs.

2. Data: enrollment and application figures, number of student spaces available, costs, other information relating to the financial conditions of independent institutions; Indicators: to be developed by the Ad Hoc Committee on the Financial Conditions of Independent Institutions.

3. Data: amount of State support per ADA in the Community Colleges; Indicators: changes over time in relation to increased costs, impact of increases in State support appropriated to accomplish designated improvements in program.

4. Data: expenditures for academic, career, and other types of counseling; placement; student activities; other student personnel services; Indicators: comparative costs per FTE student for various services, annually and over time.

5. Data: cost per student to reach occupational and career objectives; Indicators: comparative costs for selected programs, by institution, segment, and over time.

6. Data: salaries for faculty and other personnel in postsecondary education institutions and segments; Indicators: comparative data with other institutions outside California; application of standards and criteria recommended by the Ad Hoc Committee on Methodology for the Annual Faculty Salary Study.

Access and Admission to Postsecondary Education, Including Student Financial Aid

1. Data: percentage enrollments of racial/ethnic groups; Indicators: changes over time in relation to access goals; differences among institutions, programs, and segments.

2. Data: socioeconomic characteristics of enrolled students, including need for and receipt of financial aid; Indicators: distribution of family income by community and region, and statewide; ratio of assessed need to available student financial aid.

3. Data: percentage enrollments of men and women; Indicators: changes over time, differences among institutions, programs, and segments.

4. Data: age distribution of postsecondary students; Indicators: differences among institutions, programs, and segments, in relation to differences in functions, goals and objectives, and plans; changes over time.

Student Quality and Performance

1. Data: ability test scores and high school grades of entering freshmen; Indicators: changes over time in relation to projected changes in the student bodies of institutions and segments, for example, increases in the enrollment of disadvantaged students.

2. Data: enrollments in remedial and precollege courses; Indicators: changes over time in numbers and percentages; pre- and post-test performance on standardized tests of basic skills.

3. Data: grade-point averages earned by transfer students; Indicators: differentials in averages earned before and

after transfer; percentages of transfer students on academic probation; differences among institutions of origin with respect to grade-point differentials.

4. Data: performance of graduates of postsecondary institutions in graduate and professional schools; Indicators: rates of persistence; time required to complete degree programs.

5. Data: performance of graduates on licensing examinations; Indicators: percentages passing examinations on first and second tries; changes over time.

Manpower Needs and Career Preparation

1. Data: numbers of students and graduates in critical shortage and overage areas; Indicators: ratios of enrollees and graduates to need by field; trends over time.

2. Data: placement/employment of graduates; Indicators: numbers of graduates who are employed within six months of graduation in the field of their preparation or a related field; numbers who cannot be placed and who do not seek employment in the field; Indicators: comparisons among fields and types of preparation programs; changes over time.

3. Data: manpower projections for technical and professional occupations; Indicators: enrollments in relation to projections; institutional and segmental plans for adding and deleting programs.

4. Data: distribution of enrollments among occupational/career fields by segment, sex, and racial/ethnic group; Indicators: changes over time in relation to segmental plans and State plans for vocational education and manpower development.

Educational Functions, Programs, and Services

1. Data: changes in the functions of segments and institutions; Indicators: congruence with long-range plans of the segments and the Commission.

2. Data: inventory of programs added and deleted; Indicators: criteria used by the Intersegmental Program Review Council.

3. Data: number and percentage distribution of degrees and certificates awarded, by field of study, institution,

and segment; Indicators: changes over time in relation to institutional and segmental plans; ratios of entering students and graduates by field of study and segment.

4. Data: inventory of off-campus, extended university, external degree and other types of programs for nontraditional students; Indicators: growth in numbers and types of programs offered by region and statewide; growth in enrollments in relation to increases in numbers of programs.

Physical Facilities and Their Utilization

1. Data: inventory of off-campus centers; Indicators: criteria developed by the Ad Hoc Committee to Develop Policies Relating to the Approval of Campuses and Institutions.

2. Data: arrangements for shared use of facilities within and between segments; Indicators: utilization data in terms of hours, bodies, and functions, by type of facility.

3. Data: inventory of facilities constructed by the public segments with non-state funds; Indicators: annual growth in enrollments at such centers and campuses; impact on growth in enrollments in state-financed facilities.

4. Data: cost per square foot for new instructional facilities; Indicators: changes over time in cost; increases in assignable space for instruction produced.

Innovations and Other Developments

1. Data: inventory of recently funded innovative projects; Indicators: changes in the amount of funds available from year to year from various sources; distribution of funds for innovation among segments and institutions; also among disciplines.

2. Data: major findings from completed projects; Indicators: feasibility of generalization to other institutions and segments.

3. Data: costs per student participant in innovative projects; Indicators: comparative costs with traditional modes; projected costs after developmental, start-up phase of innovative programs.

Monitoring involves data collection, analysis, and evaluation with respect to the indicators which are selected and the criteria which

are to be applied in making judgments about the aspect of post-secondary education which is being evaluated. For example, monitoring may be done in relation to segmental, institutional, and State plans, by finding out from various indicators whether the plans are being implemented so as to produce the desired/anticipated results. As data for indicators become available for two or more years, changes and trends will be monitored so as to identify unanticipated events, for example a decrease in the percentage of women among the undergraduates in a particular segment or career field.

Changes and trends may also be monitored to insure that California postsecondary education is moving in directions which are consistent with the statement of long-term values in the Commission's Five-Year Plan, for example, the fostering of diversity of opportunity and the optimizing of the use of resources.

A major product of the monitoring activity will be the identification of problems for in-depth study in connection with long-range planning. For example, an effective monitoring system would probably have revealed the rather low rate of employment of graduates of certain occupational programs which was found in a recent study of the comparative effectiveness of public and proprietary institutions. The finding of such rates for two or more years would indicate the existence of a problem requiring further study, in the course of which both the quality and appropriateness of the occupational programs and the need for additional manpower in these fields might be examined.

Periodic Evaluation

Many indicators of the "state of the health" of California post-secondary education can be examined on a schedule which is less demanding than an annual inventory. In some instances data are not collected routinely by the segments and institutions, and the imposition of an annual monitoring schedule would not be feasible. In others, changes from year to year are expected to be so slight as to be unproductive for an annual schedule of data collection. A five-year interval appears appropriate for periodic monitoring since the Commission's Plan under the provisions of Assembly Bill 770[1] will be for a five-year period, with an annual updating.

The National Assessment Project in the public schools provides one model for periodic evaluation. The Project involves the evaluation of the performance of public school students by means of standardized tests over a period of years. Instead of an annual testing of all students in all subjects, students at particular grade levels are tested in selected subjects at five-year intervals, with different grades tested each year. The prospectus for

1. Chapter 1187, Statutes of 1973

state-level evaluation by the Commission proposes data collection relating to selected indicators at five-year intervals, perhaps utilizing a different sample of institutions each year.

A few examples of areas which appear appropriate for periodic monitoring are:

1. Analysis of high school graduates to find out the percentages which are eligible to attend various types of institutions, by sex, racial/ethnic background, and socioeconomic status; also a follow-up study to find patterns of attendance by group characteristics;

2. Follow-up study of graduates of postsecondary institutions to find out their attributes at the time of graduation, admission to graduate and professional schools, job placement, and other indicators of success.

3. The effectiveness of high school and other counseling on student choices of institution, program, and career field in postsecondary education;

4. Inventory of facilities and utilization of space at the campus level in relation to utilization standards adopted by the State;

5. Review of high cost and other selected educational programs;

6. Survey of grades and grading practices;

7. Student persistence in courses and programs.

In-Depth Evaluation Studies

Some aspects of postsecondary education will require in-depth evaluation, probably on a one-time basis, leading to the recommendation of possible courses of action to be included in the Commission's updated five-year plan. Examples of evaluation studies which might be undertaken as a result of monitoring activities are:

1. Evaluation of opportunities for adult and continuing education offered under various auspices, including problems of duplication and different levels of funding;

2. Evaluation of student outcomes in terms of the multiple adult roles ("the whole man") which graduates are expected to perform in society;

3. Evaluation in career education, including assistance in making informed choices, manpower projections in relation to planning, and the need for continuing education for recertification.

Final Notes

The examples given under each of the three aspects of evaluation do not constitute a proposal for action at this time. Instead, an attempt has been made to develop a prospectus for state-level evaluation by the Commission which involves several types of evaluation activities which would be carried on concurrently, namely, the annual monitoring of the status of postsecondary education, periodic evaluation in areas in which annual monitoring is unnecessary or infeasible, or both, and in-depth evaluation in problem areas uncovered in the course of annual monitoring.

The approach is recommended on the basis of feasibility of accomplishment by current staff, availability of data collected routinely for the monitoring activity, applicability of standards and criteria being developed by the Commission for other functions, and probability of producing results which will be useful to the Commission in its planning and coordination functions, and to other State agencies and the Legislature.

Attachment A

Definition of Selected Terms Used in the Prospectus for Evaluation

TO MONITOR is to establish a schedule for the systematic collection and evaluation of quantitative data and other information relating to selected aspects of postsecondary education so as to make it possible for comparisons to be made with plans, projections, goals and objectives, and prior-related events.

DATA are factual information and materials to be gathered as part of the monitoring process to describe as objectively as possible some aspect of postsecondary education to be used in conjunction with indicators and criteria.

AN INDICATOR is a sign, index, or symptom of the condition or status of some aspect of postsecondary education to be used in conjunction with criteria for evaluating effectiveness.

A CRITERION is a standard denoting a particular quality, quantity, value, extent, or other characteristic regarded as desirable in evaluating the status of some aspect of postsecondary education.

EXAMPLE: The Commission might want to monitor access to California postsecondary education by collecting data on annual fall enrollments by sex, racial-ethnic background, and socioeconomic status and by segment. Indicators of the status of access might be changes over time in the numbers and percentage distribution of subgroups of students in the various segments. Criteria might be quantitative goals established by the segments increasing the enrollments of certain subgroups. The evaluation would then be a judgment about the extent to which changes in the annual fall enrollment statistics are in the direction of the goals established by the segments and the reasonableness of the rate of change.

APPENDIX D

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
RESOLUTION 16-75
ADOPTING STATEMENT OF POLICY ON COLLECTIVE BARGAINING LEGISLATION

California Postsecondary
Education Commission

June 9, 1975

Resolution 16-75

Adopting Statement of Policy on
Collective Bargaining Legislation

RESOLVED, That the California Postsecondary Education Commission adopts the following statement of policy on collective bargaining legislation for postsecondary education:

Based upon the reports of the Governmental Relations Committee and other factors, the Commission has concluded that any form of collective bargaining enabling legislation for academic personnel in public postsecondary educational institutions of California would materially and adversely affect educational quality, academic freedom, existing concepts and principles of shared governance and peer review and professionalism, and would substantially increase costs of public postsecondary education, without any perceivable corresponding benefits to the academic community, the students or the community which supports such institutions.

For these reasons, if any such legislation were to be adopted the Commission recommends that it should provide that no topic or issue shall be subject to bargaining except salary and fringe benefits.

Adopted
June 9, 1975

APPENDIX E

STEPS IN THE INTERNAL PROGRAM REVIEW AND APPROVAL PROCESS AS REPORTED BY THE THREE PUBLIC SEGMENTS

STEPS IN THE INTERNAL PROGRAM REVIEW AND APPROVAL PROCESS AS REPORTED BY THE THREE PUBLIC SEGMENTS

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
UNDERGRADUATE PROGRAMS			
STEP I	Proposals for new degree programs are reviewed by faculty agencies on campus consisting first of departmental faculty (or, in some cases, of inter-departmental faculty groups) and then of committees of the Academic Senate. These reviews deal with academic quality and educational policy, student interests and needs, adequacy of basic faculty and library strengths for the program, and general relationship to the campus academic plan.	Campus faculty, deans, advisory committees, academic senates, and administrators review proposed programs to insure that (1) programs are in accordance with the approved academic master plan of the campus, and (2) that financial support, qualified faculty, physical facilities, and library holdings are sufficient to establish and maintain the program within current budgetary support levels. Program proposals are prepared in accordance with a detailed format (see attached) which is then submitted to the Division of Educational Programs and Resources, Office of the Chancellor.	At the district level the program proposal is reviewed by college and district instructional and administrative personnel, including faculty, department chairmen, deans, business managers, and facilities planners; by curriculum committees, area coordinating and advisory committees, certifying agencies and organizations; and, by boards of trustees members, according to the following considerations: a) appropriateness and assessed need for the program; b) general validity of objectives and program content to meet assessed need; c) regularity validity according to the requirements of Title V of the State Education Code; and, d) feasibility in terms of adequate faculty, instructional support, facilities and equipment to offer program.
STEP II	Proposals for new degree programs are also reviewed by on-campus administrative officers (deans, provosts, the Chancellor and his staff) with respect to fiscal matters, availability of resources and facilities, campus priorities, and campatibility with campus academic plans.	At the systemwide level the Division of Educational Programs and Resources evaluates the program in accordance with at least the following considerations: a) Conformance with the Academic Master Plan Program objectives and goals in relation to campus objectives; b) program curriculum quality and appropriateness; c) need in terms of projected enrollment, student demand, manpower considerations, and other available existing program; d) resource and cost-efficiency implications in terms of facilities planning faculty, equipment, library resources, etc.; e) conformance with provisions of Title V of the State Administrative Code; f) recommendations of special studies in the discipline; g) conformance with standards of national accrediting associations or state licensing agencies;	If the program is approved at the district level it is then submitted to the Community College Chancellor's Office. At the systemwide level, program proposals are reviewed further by at least two or more specialists (either academic or occupational, depending on the program) according to the following considerations: a) appropriateness of program to the objectives and conditions of higher education and community college education in California; b) consistency with district board of trustees policy; c) evidence of student and community need; d) feasibility in terms of faculty, library resources, and facilities; e) conformance with area and statewide master planning; and, f) whether similar programs are available in the area.

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
UNDERGRADUATE PROGRAMS (Cont'd)		h) availability of qualified faculty members, including highest rank earned; i) articulation with community college or other programs, where appropriate; and, j) conformance with provisions of statewide articulation agreements, where appropriate.	
STEP III	(Systemwide and CPEC Review) Following approval of a new degree program through Steps I and II, the next steps occur in the systemwide Academic Senate (if action there is necessary, which is not normally the case) and in the Systemwide Administration. Review and approval by agencies of the systemwide Academic Senate are not necessary for undergraduate degree programs unless the degree in question is one with a name not already approved for use by the campus. (For example, the campus may not have previous authorization to award a degree such as Bachelor of Fine Arts or Bachelor of Architecture.) If a program has been approved through Steps I and II, and if necessary by the systemwide Assembly of the Academic Senate, and if the program has appeared in the University Academic Plan two years prior to its intended implementation date, an information copy of the proposal is sent to the President for review and forwarding to CPEC staff. If CPEC staff does not comment within 30 days after receipt of the information copy, concurrence with proposed establishment of the program is to be assumed and the President will so notify the Chancellor unless authorization to the campus to award a new degree is required in which case request for approval of the new degree is submitted to the Board of Regents. If the program has not appeared in an academic plan two years prior to its intended date of implementation, the Chancellor forwards the proposal to the President in time for Systemwide Administration review and referral to CPEC staff for comment by the March 15 preceding the Fall term of intended initiation.	If necessary, the program proposal is submitted to CPEC for review and comment. If CPEC review is unnecessary, the program is approved by the Chancellor and the campus is notified of the approval.	The dean of Vocational Education and Planning and the Dean of Academic Affairs determine preliminary approval. If the proposal requires submission to CPEC, it is so directed for comment before final approval. If the program does not require CPEC review, program approval is recorded and filed in the Chancellor's Office and notification of approval is sent to the college district.

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
GRADUATE PROGRAMS			
STEP I	The same as for undergraduate programs, with the addition of special consideration, particularly in the case of professional programs, to questions of job market and placement opportunities for graduates of the program.	Graduate programs are subject to the same review as that noted above for undergraduate programs, but with particular attention to factors such as the following: 1) performance of corresponding undergraduate programs on the same campus; 2) criterion of minimum of five full-time faculty members with the terminal professional degree for a graduate program; 3) special licensure or credentialling requirements; and, 4) accreditation of corresponding undergraduate programs on the same campus, where applicable.	
STEP II	The same as Step I above.		
STEP III	(Systemwide Academic Senate Review) All new graduate degree program proposals must be reviewed and approved by the Academic Senate's Coordinating Committee on Graduate Affairs. If the name of the degree has not already been approved for use by the campus, the program and the new degree must be approved by the systemwide Assembly of the Academic Senate. (For example, the campus may not have previous authorization to offer a degree such as Master of Fine Arts, Master of Administration, or Engineer.)		
STEP IV	(Systemwide Administrative review) Proposals for new graduate programs are next reviewed by the Steering Committee of the Academic Planning and Program Review Board (APPRB), chaired by the Academic Vice President. This review is particularly addressed to overall academic planning considerations, the rationale and need for the program, issues of budget, resources and facilities, and how the program fits into the University's priorities.		
STEP V	If a program proposal passes successfully through Steps I–IV of the review process, it is then forwarded to CPEC staff for review under the same procedures as outlined for Step III under Undergraduate Programs. If the program requires authorization to that campus to award a new degree, it is subject also to approval by the Regents. If this is not required, the Academic Vice President approves the program without further review.		

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
INTER-CAMPUS JOINT DEGREE PROGRAMS	Additional steps are required under a detailed procedure which provides for joint committee development and approval of an inter-campus joint degree program.		
OPTIONS, CONCENTRATIONS AND SPECIAL EMPHASES		The Chancellor's Office has required that, options, concentrations, and special emphases proposed under an existing program also be submitted for review even though they are not projected in the Academic Master Plan. An abbreviated format akin to the considerations above is used for these proposals. The development of options which share a common core under a degree program has been encouraged by the Chancellor's Office as an alternative to launching full degree programs which demand more resources.	
CERTIFICATE PROGRAMS	Academic schievement certification programs are treated in the same way as other graduate programs, but since there are few of these proposals the process is not highly formalized. The coordinatig Committee on Graduate Affairs recommends programs to the Academic Vice President who has final authority.		

APPENDIX F

THE COMMISSION'S ROLE IN THE REVIEW OF ACADEMIC AND OCCUPATIONAL PLANS AND PROCEDURES:

GUIDELINES AND PROCEDURES

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THE COMMISSION'S ROLE IN THE REVIEW OF ACADEMIC AND OCCUPATIONAL PLANS AND PROGRAMS:

GUIDELINES AND PROCEDURES

Guiding Principles

I. In establishing the California Postsecondary Education Commission as the statewide planning and coordinating agency for postsecondary education, the Legislature recognized the review of academic and occupational programs as one of the central functions of the Commission. Among the agency's other functions and responsibilities, these are designated:

[1] *It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and system wide long-range plans in a form determined by the commission after consultation with the segments.*

[2] *It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans... In developing such plan, the commission shall consider ... (b) the range and kinds of programs appropriate to each institution or system ... [and] (g) the educational programs and resources of private postsecondary institutions...*

[3] *It shall review proposals by the public segments for new programs and make recommendations regarding such proposals to the Legislature and the Governor.*

[4] *It shall, in consultation with the public segments, establish a schedule for segmental review of selected educational programs, evaluate the program review processes of the segments, and report its findings and recommendations to the Governor and the Legislature.*

[5] *It shall serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change.*

[6] *It shall periodically review and make recommendations concerning the need for and availability of postsecondary programs for adult and continuing education.*

[7] *It shall maintain and update annually an inventory of all off-campus programs and facilities for education, research and community services operated by public and private institutions of postsecondary education.*

(Education Code: Chapter 1187, Section 22712)

In a system of postsecondary education consisting of a diversity of institutions and a wide range of programs and services, the review of plans and programs must be guided by a concern for the broad public interest. It must be alert to possible duplication of effort, excessive costs, and inefficiencies in the allocation of resources.

At the same time it must seek to foster quality within each segment and institution, preserving institutional identity, initiative, and vitality in the process.

II. The public interest, as it relates to postsecondary education, suggests the need for:

A. Programs that will increase the knowledge and skills of individual citizens, accessible to everyone with the ability and desire to benefit from them.

B. Programs and activities that advance the frontiers of knowledge.

C. Public service programs for the people of the State.

D. Programs and activities that represent a responsible use of public funds.

III. The Commission through its staff will review proposed and existing programs to insure that they reflect the broad interests of the State.

Operating Principles

I. Definition of terms

A. Academic or Occupational Plan

An academic or occupational plan is an inventory of the programs offered or scheduled to be offered by the campuses within a segment or

by a group of independent or private institutions, with a timetable for all programs. In general, academic plans are prepared for five-year periods and revised annually.

B. Academic or Occupational Program

An academic or occupational program is a series of courses arranged in a scope and sequence leading to a degree or certificate.

C. School or College within an Institution or Segment

A school or college is an administrative unit established for carrying out instruction and often research and usually consisting of a number of departments in related academic or occupational fields.

D. Research Center or Institute

A research center or institute is a formal organization created to manage a number of research efforts within a university or segment.

E. Intersegmental Program Review Council

The Intersegmental Program Review Council is an advisory group whose function is to assist the staff of the CPEC in the coordination and review of academic and occupational plans and programs.

G. Segmental staff refers to the designated representatives of the chief executive officers of the segments.

H. Commission staff refers to the designated representatives of the Director of the Commission.

II. Procedure for Program Planning and Review

A. The Program Planning and Review Cycle

The staff of the Postsecondary Education Commission will participate in a program planning and review cycle involving each of the public segments, and eventually the independent and proprietary institutions as well. Each stage of the process presented in the following chart will be repeated annually.

		Proposed Deadline
Step 1	Segmental offices prepare 5-year academic or occupational master plan for segment and submit plan to CPEC.	June 15
Step 2	Commission staff integrates segmental plans and prepares draft of 5-year state academic and occupational program plan, identifying problem areas.	August 1
Step 3	Intersegmental Program Review Council meets to refine program plan and resolve problem areas.	October 1
Step 4	Commission staff prepares final academic and occupational program plan for presenting to the Advisory Committee and to the Commission.	December 15
Step 5	Commission acts on plan and submits amended final version to Legislature.	February 15
Step 6	Segments consider revising segmental program plans in light of Commission action.	

Discussion

Step 1: Each segment will prepare an academic or occupational program master plan, consisting, among other items, of a segment-wide inventory of existing graduate and undergraduate degree and certificate programs, research centers, schools, colleges, and off-campus centers along with proposed degree programs, centers, or schools (as defined by staff in consultation with the segments) proposed for implementation during the next five years. In addition, the plan should record enrollments in all existing degree programs and indicate, if possible, projected enrollments in the proposed programs. Eventually, information on the numbers of past and projected graduates in each degree program, as well as existing and projected enrollments by discipline or department should be incorporated into the segmental plan.

The Commission will request a similar inventory of existing and proposed programs from the independent colleges and universities, and the private vocational schools.

Step 2: The five-year plans will be submitted to the staff of CPEC for review and integration. In its review of programs at this stage--a review that will focus on programs proposed for implementation two to five years in the future--the Commission staff will be guided by these considerations, among others:

a. Do the proposed programs appear to represent unnecessary duplication or proliferation in any field?

b. Do any programs appear to violate the principle of differentiation of functions?

c. Is there a proper regional distribution of proposed programs?

d. Are there apparent unmet needs for programs in any field?

This process should result in the identification of issues and problem areas appropriate for consideration by the Intersegmental Council on Academic Plans and Programs.

Step 3: The Intersegmental Council—consisting of representatives from the office of the President of the University of California, the office of the Chancellor of the State University and Colleges, the office of the Chancellor of the California Community Colleges, and of representatives designated by the Association of Independent California Colleges and Universities, the California Advisory Council on Vocational Education and Technical Training, the Council for Private Postsecondary Education, the Department of Education and the Commission staff--will assist in the resolution of conflicts among the academic master plans of the various segments. They will also advise the Commission staff in its preparation of a five-year plan for the State by assisting in the definition of terms, in the development of a format, and in other matters relating to program planning and review.

Step 4: The academic and occupational programs plan will constitute one section of the annual five-year state plan prepared by the Commission staff. As the planning process is refined, an effort will be made to integrate academic plans and programs with other sections of the plan. Conflicts in academic or occupational programs that the Intersegmental Council could not resolve will be presented to the Commission for its review and consideration.

Step 5: The Commission, of course, may choose to amend the plan prepared by the staff. After discussion and amendment, the Commission may adopt the plan and submit it to the Legislature as a guide in its deliberations.

Step 6: The segments may decide to modify their five-year plans in accordance with the state plan adopted by the Commission.

B. Commission's Role in the Review of New Program Proposals

1. By considering programs two to five years prior to their intended implementation date, Commission staff will diminish the need to subject each program proposal to intensive review. The staff will nevertheless request, as information copies, proposals for all programs approved by the segments and will reserve the right to comment on any proposal submitted. If the staff has not commented on a given proposal within 30 days after it is received, concurrence with the segmental action on the proposal is to be assumed.

2. Any program not appearing on a segmental master plan for two years prior to its intended implementation date will be reviewed by Commission staff in accordance with the requirements in AB 770[1] and criteria similar to those currently in effect.

3. All proposals for programs to be initiated in the fall term, which are subject to review by Commission staff, should be submitted to the Commission before March 15. Insofar as possible, all information proposals should be forwarded prior to this date as well.

4. Proposals for programs scheduled for implementation in the fall term of 1975 will be submitted to the Commission for review and comment according to procedures now being followed.

Staff Relationships

I. General

A. In addition to the meetings of the Intersegmental Program Review Council, informal discussions between the Commission staff and the respective segmental staffs will go forward on any issue of interest to any party. Issues which emerge in the course of these discussions will, whenever possible, be resolved by the respective staffs.

The staffs will review mutually Commission staff findings and conclusions concerning academic programs in advance of the submission of a report on the subject to the Commission. The staffs of the segments shall make available to the Commission staff such information as may be required.

Further, as the occasion demands, the Commission staff and the staffs of the segments will confer in the course of the development of academic or occupational programs.

B. Between meetings of the Intersegmental Program Review Council, the staff of the Commission may:

1. Advise the segments of potential overlapping of proposed programs;

2. Suggest, where appropriate, cooperative programs involving two or more segments;

3. Suggest to segmental staff such discussions as might be productive; and

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1. Chapter 1187, Statutes of 1973.

4. Identify and comment on unmet needs in postsecondary programs and services.

II. Agreements between segmental and Commission staffs are to be reached through the Intersegmental Council on the following details:

A. Schedules and procedures for reviewing existing programs.

B. Development of procedures for evaluating the program review process.

III. Commission Actions.

A. Any action or decision resulting from procedures described in this document may be appealed to the full Commission by any of the parties represented on the Intersegmental Council.

APPENDIX G

THE COMMISSION'S ROLE IN THE REVIEW OF PROPOSALS FOR NEW CAMPUSES AND OFF-CAMPUS CENTERS-- GUIDELINES AND PROCEDURES

PREFACE

In August 1974, the Chairman of the California Postsecondary Education Commission appointed an Ad Hoc Committee to Develop Policies Relating to the Approval of New Campuses and Institutions. The Committee was established in response to legislation that requires the Commission to advise the Legislature and the Governor on the need for and location of new institutions, campuses, and off-campus centers of public higher education.

The following Commissioners were appointed to the Committee: Herbert K. Yee, Joan H. King, James W. Dent, William A. Wilson and John E. Canaday. Harold O. Wilson replaced Mr. Canaday in January. Mrs. Elizabeth M. Deedy, although not a member of the Committee, attended most of the meetings and provided valuable counsel.

The Committee met ten times to consider its charge, in the course of which it received advice from representatives of the following groups:

California Association for Private Education
Association of Independent California Colleges and Universities
University of California
California State University and Colleges
Los Angeles City Unified School District, Division of Career and Continuing Education
California Community Colleges
Los Angeles Community College District
Los Rios Junior College District
San Diego Community College District

The Committee's goals have been (1) to develop guidelines and procedures for Commission review of proposals for new campuses and off-campus centers that will clearly identify all proposals that should be brought to the attention of the Commission, and (2) to insure that the Commission will be involved at an early stage in the development of these proposals. The Committee believes that the guidelines and procedures presented in this report, in combination with the procedures developed for Commission review of academic plans and programs, will accomplish these goals. If, however, experience indicates they do not, the procedures will be modified.

The guidelines and procedures were developed under the assumption that all proposals for new campuses and off-campus centers, regardless of the source of funding, will be submitted for Commission review. This will enable the Commission to provide advice to the Legislature and Governor regarding the need for and location of new institutions and campuses of public higher education as specified in the legislation establishing the Commission. The Committee wishes to emphasize, however, that the Commission will be providing advice only and not a recommendation on those proposals by Community College districts which involve solely local funding.

The Committee is aware that certain extension activities of the University of California and the California State University and Colleges are not fully covered by the proposed review procedures. However, the Commission has indicated that the area of continuing education is of high priority for future Commission study. The Committee hopes that such a study will suggest a remedy for this situation.

THE COMMISSION'S ROLE IN THE REVIEW OF PROPOSALS FOR NEW CAMPUSES AND OFF-CAMPUS CENTERS--GUIDELINES AND PROCEDURES

I. Introduction

The legislation establishing the California Postsecondary Education Commission specifically directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and Governor on the need for and location of these new campuses and centers. Further, the Legislature has stated that it will not authorize funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments without the recommendation of the Commission.

The guidelines and procedures presented below provide for the orderly development of proposals for new campuses and off-campus centers, and for timely involvement by the Commission--an involvement that will lead to sound advice and recommendations to the Legislature and Governor.

Although the guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission.

II. Assumptions Basic to the Development of Guidelines and Procedures for Commission Review of Proposals for New Campuses and Off-Campus Centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers.

The University of California and the California State University and Colleges will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice.

The University of California plans and develops its campuses on the basis of statewide needs.

The California State University and Colleges plans and develops its campuses on the basis of statewide needs and special regional considerations.

Planned enrollment capacities will be established for and observed by all campuses of public postsecondary education. These capacities will be determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities will be established by the governing boards of Community College districts, (and reviewed by the Board of Governors of the California Community Colleges), the Board of Trustees of the State University and Colleges, and the Board of Regents of the University of California. These capacities will be subject to Commission review and recommendations.

The Commission will render its advice on all proposals for new campuses and off-campus centers regardless of the source of funding.

III. Proposals Subject to Commission Review

NEW CAMPUSES

The Commission will review proposals for all new campuses (or branches) of the University of California, the California State University and Colleges, and the California Community Colleges.

NEW OFF-CAMPUS CENTERS

University of California and
California State University and Colleges

The Commission is concerned with off-campus educational operations established and administered by a campus of the segment, the central administration of the segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees at a single location or will involve a substantial enrollment at a single location, and which will require funding for construction, acquisition, or lease. Those that will not require such funding will be reported to the Commission primarily for inventory purposes, but may be considered for review.

California Community Colleges

The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations to be reported to the Commission for review are those planned for more than three years at a given location, and which (1) will offer courses in several certificate and/or degree programs, and/or (2) will have a head count

enrollment of more than 500, and (3) will require funding for construction, acquisition, or lease. Those that will not require funding for construction, acquisition, or lease will be reported to the Commission for inventory and consideration for review.

Consortium

When a consortium involves more than one public segment, one of these segments will assume primary responsibility for presenting the proposal to the Commission for review.

IV. Criteria For Reviewing Proposals

The following criteria will be used by the Commission and its staff to evaluate proposals for new campuses and off-campus centers submitted by the segments. A proposal submitted to the Commission for review should meet as many of the criteria as possible.

CRITERIA FOR REVIEWING NEW CAMPUSES

1. Enrollment projections should be sufficient to justify the establishment of the campus.

2. Alternatives to establishing a campus should be considered.

3. Other segments, institutions, and the community in which the campus is to be located should be consulted during the planning process for the new campus.

4. The proposed campus should be located to serve the maximum number of persons in the most effective manner.

5. Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses.

6. Projected statewide enrollment demand on the California State University and Colleges should exceed the planned enrollment capacity of existing State University and Colleges unless there are compelling regional needs.

7. Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses.

8. The establishment of a new University of California or California State University and Colleges campus should take into consideration existing and projected enrollments in surrounding institutions.

9. The establishment of a new Community College campus should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions, or lead to an unnecessary duplication of programs.

10. Enrollments projected for Community College campuses should be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance two years after opening).

11. Programs proposed for a new Community College campus should be designed to meet demonstrated needs of the community.

12. The campus should facilitate access for the economically, educationally, and socially disadvantaged.

CRITERIA FOR REVIEWING NEW OFF-CAMPUS CENTERS

1. Programs to be offered at the proposed center should be designed to meet demonstrated needs of the community in which the off-campus center is to be located.

2. The off-campus center should not lead to an unnecessary duplication of programs.

3. Enrollments projected for the off-campus center should be sufficient to justify its establishment and be within a reasonable commuting time.

4. The establishment of University and State University and Colleges off-campus centers should take into consideration existing and projected enrollments in adjacent institutions.

5. The establishment of a Community College off-campus center should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.

6. Alternatives to establishing an off-campus center should be considered with respect to cost and benefit.

7. Other segments and adjacent institutions should be consulted during the planning process of the off-campus center.

8. The proposed off-campus center should be located to serve the maximum number of persons in the most effective manner.

V. Schedule for Proposing New Campuses and Off-Campus Centers

The basic intent of the time schedule for proposing new campuses and off-campus centers as outlined below is to involve Commission staff early in the planning process, and to make certain that elements needed for Commission review are developed within the needs study described later in this document.

The schedules suggested below are dependent upon the date in which funding for the new campus or off-campus center is included in the Governor's budget and subsequently approved by the Legislature. Prior to the date of funding, it appears reasonable that certain events must occur, such as: a needs study to be authorized and conducted with notification to the Commission, district and/or system approval of the proposed campus or off-campus center, Commission review and recommendation, budget preparation by segmental staff, segmental approval of budget, Department of Finance review for inclusion in the Governor's Budget, consideration by the Legislature, and the Governor's signing of the budget bill.

Specific schedules are suggested below for each segment, based upon State funding for the operation. As noted previously, however, the Commission will review proposals for new campuses and off-campus centers regardless of the source of funding. This may require revision of the suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

SCHEDULE FOR NEW CAMPUSES

<u>University of California and</u>
<u>California State University and Colleges</u>

1. Needs study authorized by Regents of the University or by the Trustees of the State University and Colleges, and Commission notified (30 months before funding).

2. Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding).

3. Regents or Trustees approve new campus (18 months before funding).

4. Approval review by California Postsecondary Education Commission (17-15 months before funding).

5. Budget preparation by segmental staff (14-11 months before funding).

6. Budget approval by Regents or Trustees (10 months before funding).

7. Review by Department of Finance (9-7 months before funding).

8. Consideration by Legislature (6-0 months before funding).

9. Funding

California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (36 months before funding).

2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (35-25 months before funding).

3. Local board approves campus (24 months before funding).

4. Approval review by Board of Governors (23-22 months before funding).

5. Approval review by California Postsecondary Education Commission (21-20 months before funding).

6. Budget preparation by Board of Governors' staff and Department of Finance review (19-7 months before funding).

7. Consideration by Legislature (6-0 months before funding).

8. Funding

SCHEDULE FOR NEW OFF-CAMPUS CENTERS

University of California and
California State University and Colleges

1. Needs study authorized by the segment and Commission notified (24 months before funding).

2. Needs study conducted by segmental staff with appropriate participation by Commission staff (23-15 months before funding).

3. Regents or Trustees approve new off-campus center (14 months before funding).

4. Review by California Postsecondary Education Commission (13-12 months before funding).

5. Budget preparation by segmental staff (12-10 months before funding).

6. Review by Department of Finance (9-6 months before funding).

7. Consideration by Legislature (6-0 months before funding).

8. Funding

California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (32 months before funding).

2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (31-25 months before funding).

3. Local board approves off-campus center (24 months before funding).

4. Approval review by Board of Governors (23-22 months before funding).

5. Approval review by California Postsecondary Education Commission (21-20 months before funding).

6. Budget preparation by Board of Governors and Department of Finance review (19-7 months before funding).

7. Consideration by Legislature (6-0 months before funding).

VI. Content of Needs Study for New Campuses and Off-Campus Centers

As indicated in Section V of this document, a needs study will accompany proposals for new campuses and off-campus centers. This study will be the primary source of information for Commission staff review of such proposals. The time needed to complete such a study will depend upon the size of the proposed operation, the number of staff assigned to such a study, and a number of other factors. Enough time should be allowed for the completion of the needs study, however, so that Commission staff's review and recommendation may be submitted to the Commission for its consideration in a timely fashion.

The needs study should include, but not be limited to the following factors:

1. Enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, should be provided for a proposed campus, and for each of the existing campuses in the district or system. Ten year projections should be provided for a proposed off-campus center. Department of Finance enrollment projections must be included in any needs study. Any other projections should be fully documented.

2. The currently planned enrollment capacities of existing campuses within the district or system should be indicated.

3. The study should describe and justify the programs projected for the new campus or off-campus center.

4. An examination of the effects of establishing the proposed campus or off-campus center on existing institutions in the area should be provided with respect to enrollments, operating costs, and facilities.

5. A discussion as to how other segments, institutions, and the community were consulted during the planning process for the new campus or off-campus center should be included.

6. Characteristics (physical, social, demographic, etc.) of the location proposed for the new campus or off-campus center should be included.

7. A cost benefit analysis of alternatives to establishing a new campus or off-campus center should be conducted.

   Analysis should include a discussion of at least the following alternatives:

   a. Establishment of an off-campus center or centers as an alternative to a new campus.

   b. Use of educational television, computer-assisted instruction, "store front" operations, etc., as an alternative to a new campus or off-campus center.

   c. Expansion of existing campuses.

   d. Year-round operation.

   e. Increased utilization of existing facilities.

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